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# Sonoma County Commercial Industrial Study


## FINAL REPORT

January 1980

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SONOMA COUNTY COMMERCIAL/INDUSTRIAL STUDY  
A FIVE- AND A TWENTY-YEAR PERSPECTIVE

Prepared by  
Planning Division  
Sonoma County Department of Planning  
County of Sonoma  
in collaboration with  
Planning Staff, Incorporated Communities in Sonoma County  
with technical assistance from  
Blayney-Dyett Associates, San Francisco  
Adopted by Board of Supervisors November 25, 1980





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## REPORT ORGANIZATION

The report is divided into three parts. Also, included in the beginning is a summary which highlights the major findings and recommendations of the study.

Part A is the heart of the study. Chapter II defines the purpose and scope; Chapter III describes the County's economic and employment base and land use projections to year 2000; Chapter IV recommends County-wide goals and policies. Chapter V describes the recommended zoning plan for each of the nine planning areas within the County. Chapter VI analyzes specialized types of industries and suggests criteria to guide their location. Chapter VII includes ways in which the zoning plan can be implemented.

Part B describes the environmental impacts of the plan and alternatives to the proposed zoning plan. Chapter VIII summarizes significant environmental impacts. Chapter IX describes alternatives to the proposed plan.

Part C includes the Appendices. Appendix I contains definitions; Appendix II lists persons and organizations contacted; Appendix III summarizes the Countywide employers' survey. Appendix IV discusses employment needs of low income, elderly, youth, handicapped and other special groups.

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## I. SUMMARY OF STUDY

### A. General:

1. Sonoma County should support economic development in each of its cities and many unincorporated communities.
2. Industrial and commercial development should be concentrated in urban communities.
3. The zoning plan designates more land than is needed for industrial and commercial development to the year 2000 but not so much to be growth inducing.
4. This study is proposed to be adopted and implemented by all eight cities and the County.
5. This study contains commercial and industrial goals and policies, a zoning plan and recommendations for implementation.
6. Sonoma County has a diverse economic base that should be supported by emphasizing balanced growth in a variety of economic sectors and in locations throughout the County.
7. This study recommends rezoning some land from industrial or commercial to other zoning categories both because of physical constraints and for policy reasons.

### B. Employment and Economic Base: Findings

1. Sonoma County's population increased 21% between 1970 and 1975, from 205,000 to 248,200. The unemployment rate peaked to 13% in 1975.
2. Since 1975 the County's population has increased approximately 16%, but the unemployment rate declined and is presently 7.5%.
3. Santa Rosa, Rohnert Park, and Petaluma account for 66.8% of the County's total population increase between 1970 to 1979.
4. In 1970 there were 11,720 out-commuters; in 1975, 15,600 and 34,600 is projected for the year 2000, representing a three year average of 18% of total in-County labor force.
5. Population is anticipated to increase 50% in the next twenty years to a total of 430,000 by year 2000.
6. Basic employment increased 12.4% between 1975 and 1979 and is anticipated to increase 45.7% in the next twenty years. In 1975 there were 29,500 persons employed in basic employment job classifications. By year 2000 this number is anticipated to increase to 48,300.

7. Population-serving employment increased 28.6% between 1975 and 1979 and is anticipated to increase 62.5% in the next 20 years. In 1975 population serving employment stood at 47,800 and is anticipated to increase to 99,900 by year 2000.
8. Employment diversification is anticipated in new technology (electrical equipment, instruments and related products) in trade (wholesale, buildings materials, and farm equipment), and in services (miscellaneous business services, education services, and other miscellaneous services).
9. The lack of adequate and affordable housing has reached a critical level. Single-family housing prices, although high, are still attractive to outside professional and administrative labor force. This has contributed to the increase in out-commuter traffic and high housing costs.

C. Industrial: Findings

1. A total of 4,900 acres of land are either zoned or designated industrial in local plans. This represents a supply far in excess of the projected need of approximately 1000 acres between 1980 and 2000.
2. The excessive amount of land zoned as industrial has led to a scattering of industrial development in unsuitable locations, underutilization of existing sites, and a variety of land use compatibility and environmental problems.
3. In spite of the large amount of land zoned or designated industrial, only about 400 acres is available for immediate development. This is based on an analysis of site suitability including topography, environmental compatibility, access and availability of utility services.
4. Much of the industrially zoned land in Healdsburg, Sebastopol, Sonoma and in Petaluma is located in Flood Plain zones and poses major flood control cost for development.
5. There are few master planned, well designed industrial parks in Sonoma County. This acts as a constraint to attract outside firms that look for improved industrial sites.
6. In most jurisdictions, there are a limited number of large (5 acres +), municipally serviced, buildable sites with or without railroad access.
7. Sonoma County has been shifting from a resource-related economic base, dominated by agriculture and timber, to a more diversified economic base, with a substantial contribution from new technology. It is a high priority of the County to maintain balance and diversity.



8. The majority of urban industrial growth can be attributed to the expansion of existing firms.

D. Industrial: Recommendations

1. A phased development program is proposed to guide industrial growth in Sonoma County. The program is divided into short-range (1980-1985) and long-range (1985-2000) strategies for the nine planning areas in Sonoma County. (Table I-1)

Table I-1 Summary of Industrial Acreage by Planning Area

Planning Area	Acres of Existing Industrial in 1980	Proposed Industrial			Total Industrial Land (Existing & Proposed) Acres
		Short-Range (1980/1985)	Long-Range (1985/2000)	Total Proposed (1980/2000)	
Coastal	20	10	--	10	30
Cloverdale	220	60	70	130	350
Healdsburg	340	100 (Healdsburg)	--	100	
		40 (Windsor)	--	40	480
Russian River	50	10	--	10	60
Santa Rosa	1,100	120 (Co. Airport)	100 (Co. Airport)	220	
		150 (Fountain Gr.)	300 (Other)	450	
		430 (Other)	--	430	2,200
Sebastopol	220	50	--	50	270
Rohnert Park/	190	250	--	250	
Cotati		80	--	80	520
Petaluma	310	150	330	480	790
Sonoma Valley	150	100	50	150	300
Total	2,600	1,550	850	2,400	5,000

2. Further diversification of agriculture and the resource-related activities is supported by encouraging resource-related industry to locate in both urban and rural areas and by recommending that urban-oriented industrial and commercial uses be restricted to urban areas.
3. Community centered industrial development is proposed with the majority of industrial growth designated in Petaluma, Rohnert Park and Santa Rosa.
4. Decentralization of industrial development is encouraged by recommending small-scale industrial firms to locate in the smaller cities of Cloverdale, Cotati, Healdsburg, and Sebastopol, and the Sonoma Valley area, as well as the unincorporated communities of Windsor and Forestville.
5. Alternatives for the provision of sewer, water, roads and other public infrastructure are evaluated and a general strategy for providing for infrastructure improvements is recommended, including the formulation of a capital improvement program.
6. Large parcels suitable for industrial development should be retained in order to accommodate the needs for land of firms requiring parcels larger than five acres in size.
7. Sonoma County needs more master planned industrial parks to facilitate orderly industrial development and speed the processing of development proposals.
8. Some industrially designated land is suitable for heavy commercial and some types of light commercial uses.
9. Land currently zoned industrial but inappropriate for industrial use is recommended for rezoning to other zoning categories.
10. Revitalization of old industrial areas will support the community centered concept and maintain the viability of existing downtown areas.
11. Expansion of existing industrial firms is strongly supported because the majority of industrial growth can be attributed to expansion of existing firms.

12. Specialized types of industry can be located with the aid of criteria instead of mapped designations.
13. Industrial development should be reviewed periodically and evaluated for consistency with this plan.
14. Economic development mechanisms are proposed to assure that industrial growth occurs in the manner suggested by this plan.

E. Commercial: Findings

1. On a Countywide basis, there is sufficient commercially zoned or designated land to meet short term (1980-1985) needs. In the long term (1985-2000) however, there is a deficit of vacant commercial land within some planning areas.
2. There are significant opportunities for infill development and intensification of existing commercial properties.
3. The greatest deficiencies of commercial land occur in the smaller communities, particularly those along the Russian River area.
4. While the smaller cities and unincorporated communities may be doing fairly well in retail sales, many lack land to accommodate office and heavy commercial uses which will be needed to serve the anticipated long-range population increases.
5. Commercial retail trade is anticipated to become the leading light commercial activity. Moderate heavy commercial growth is anticipated in wholesale trade, miscellaneous business services, and transportation and utilities.
6. Strip commercial development is inconsistent with goals and policies of the County General Plan. Where feasible, there are recommendations to rezone land from commercial to some other zoning category along roadways in some unincorporated areas.
7. A market for a third regional shopping center in Sonoma County is not anticipated before year 2000.

F. Commercial: Recommendations

1. The long-term needs for commercial land should be determined more precisely after evaluating infill and intensification opportunities. Excess of industrial land, where suitable, should be rezoned to commercial or office uses.
2. Commercial revitalization of older central business districts should be supported.
3. The potential for commercial development of office and retail uses in industrial zones should be evaluated where such development would be compatible with surrounding uses.

4. New population serving commercial facilities should be encouraged only after the continued economic viability of older, downtown commercial facilities has been assured and only encouraged in proportion to population growth.
5. Capital improvement plans for commercial development should be formulated which would maximize public infrastructure investment by attracting the maximum private investment to an area.
6. The use of special assessment or benefit districts should be considered.
7. The County and cities should consider the joint use of Federal and State general or special purpose grant funds to guide commercial development efforts.
8. Elimination of strip commercial areas along major arterials should be a priority.
9. Other inappropriately zoned commercial land should be rezoned to some other category.
10. A third regional shopping center is not needed before 2000 A.D.







## II. INTRODUCTION AND BACKGROUND

### A. Background

Countywide Industrial/Commercial study was initiated by the Board of Supervisors in early 1978. The purpose of the study was to 1) formulate a comprehensive policy for future industrial and commercial development within the County, 2) serve as implementation tool to guide future economic growth, and 3) bring industrial and commercial zoning into conformity with the Countywide General Plan. In response to a request by the County the cities agreed that the idea of a joint study had merit and authorized their staffs to help formulate a work program for the study.

In May 1978, a preliminary Task Force report, "Countywide Industrial and Commercial Study," was published and reviewed by each of the City Councils and Board of Supervisors. The Task Force, composed of staff members from each jurisdiction, recommended that a detailed work program be prepared prior authorizing conduct of the study.

In September, 1978, the detailed work program was prepared by the Task Force and reviewed by the cities and County during October and November, 1978. In January 1979, each jurisdiction accepted participation in the study and appointed members to the Steering Committee.

The Steering Committee met eight times between February and August of 1979 to review and comment on the technical material prepared by the staff and consultants. Additional meetings were held after the completion of the draft report.

A total of \$50,000 was set aside from the County's advertizing fund to help fund the study. A portion of this money was allocated to hiring a full time contract employee and a larger portion was spent to hire a planning consultant to provide focussed technical assistance. From a list of eight candidates, the firm of John Blayney Associates was hired by the Steering Committee to serve as consultants to the study.

This document represents the findings and recommendations of the Industrial/Commercial Study. Earlier copies have been reviewed by the Steering Committee as well as the Planning Commissions and/or Councils of each city. It is recommended that the cities and the County review and adopt this final plan to be used as the basis for guiding future industrial and commercial development in Sonoma County.

#### B. Purpose and Scope of Study

Because the Industrial/Commercial Study was undertaken to formulate a Countywide policy for industrial and commercial development and to serve as an implementation tool to guide future economic growth, the work program was designed to address the following:

1. Formulation of comprehensive cities/County policies regarding short and long term industrial and commercial development.
2. Formulation of cities/County strategies for implementation of short and long term industrial and commercial policies, including strategies for provision of utility services, capital improvement programs, phasing of development, and determination of industrial and commercial sites.
3. Establishment of mechanisms to direct industrial and commercial development to locations agreed upon by the cities and the County.



4. Establishment of a uniform base map system.
5. Formulation of procedures to insure consistency of zoning and phasing of industrial and commercial development with the cities and County general plans.
6. Formulation of joint cities/County goals and policies regarding industrial and commercial development.
7. Evaluation and recommendations of changes in existing industrial and commercial zoning, if deemed necessary.
8. Recommendation of a plan for phasing of industrial development.
9. Analysis of the County's industrial base, including agriculture and tourism.
10. Preparation of projections for future employment for the purpose of understanding the economic base of the County and for formulation of cities/County policies to attract industry into the County.
11. Recommendations of criteria and potential sites for locating specialized industries, (eg., agriculturally related industry, cottage industry, tourism, etc.) in Sonoma County.
12. Evaluation and recommendation of joint powers and other types of agreements for the cities/County implementation of the Industrial/Commercial Study findings.
13. Recommendations of ways in which cities/County can attract appropriate industrial/commercial employment into the County by working closely with the private sector.
14. Evaluation and recommendation of ways to coordinate local with regional state and federal policies and action towards industrial/commercial land use.

#### C. The Work Program

##### Task No. 1: Description and Analysis of Employment Base.

Task Overview: This task involved a full description and analysis of the County's economic base, and a determination of a uniform mapping system.

Task No. 1 lay the groundwork for the study, providing a description and analysis of the County's economic base. The 1973 employment inventory was refined and updated. Employment for planning areas was categorized into basic and non-basic employment by census tracts. Socio-economic information was gathered and the existing industrial base was inventoried to

identify the County's major types of industries. The County's transportation system as well as sewer and water availability were also analyzed and inventoried at this stage.

Task No. 2: Employment Projections to Year 2000.

Task Overview: A full description and analysis of projections of employment growth to the year 2000 was prepared. A plausible depiction of the County's future employment and land needs was formulated.

The County General Plan employment projections for 1980-1990, and 2000 were compiled, evaluated and adjusted for internal consistency. Projections for 1985 were also developed to evaluate short-term needs. Employment projection impacts were then evaluated and dominant employment centers were identified.

Employment projections for basic and non-basic employment were categorized into industrial, commercial and heavy commercial employment and translated into land needs by planning areas.

Task No. 3: Policy Formation.

Task Overview: Task No. 3 required policy determinations that had the effect of modifying the employment projections contained in task No. 2. Issues were raised by the employment projections because of the implications for public policy. These issues were addressed in this task.

This task described and analyzed the type, nature, amount and location of employment for short and long-range needs. From this description and analysis a preliminary economic development plan was formulated and is included in the "Site Analysis and Development Priorities" report prepared by John Blayney Associates.

Task No. 4: Industrial Site Analysis.

Task Overview: Existing industrial sites were evaluated in terms of the economic development plan projection and alternatives generated by task No. 3. Sites were evaluated for their zoning and land use compatibility of utilities and transportation access, appropriateness of location, social, economic, and environmental impacts.

Industrial land availability by planning area was compared to the land needs projection from Task No. 2. A site-suitability analysis was then undertaken to determine actual developable land supply by planning area. The findings from this task are contained in the "Phasing Options" report prepared by John Blayney Associates.

Task No. 5: Commercial Site Analysis.

Task Overview: Complementing task No. 4, the focus of this task area was to evaluate commercial land needs in terms of goals and policies, scale of commercial activity, and type of commercial activity.

Commercial land availability by planning area was analyzed and compared to the projected long and short-range needs. A phasing plan for commercial development by planning area was prepared and is also contained in the "Phasing Options" report.

Task No. 6: Existing Industrial and Commercial Zoning.

Task Overview: Lands that should be rezoned from industrial or commercial to some other zoning category were identified.

This task involved formulating a strategy for rezoning inappropriate commercial and industrial zoned lands. Parcels determined to be inappropriately zoned were noted on base maps and parcel numbers were collected. Of major concern were areas where strip commercial zoning had or could create traffic concerns, areas which lacked utilities and accessibility, and areas where commercial or industrial use was inconsistent with General Plan goals and policies.

Task No. 7: Specialized Industries and Groups.

Task Overview: Certain types of industry and population groups which might need but not otherwise receive special consideration were analyzed.

This task focussed on employment needs of particular groups like the aging, poverty households, handicapped, and minority groups.



It evaluated the need and potential for servicing and attracting large or unique industries to the County. In-depth evaluation of agriculturally related industry, the tourist industry, industries that utilize alternative energy sources, and similar specialized industries were also analyzed.

Task No. 8: Economic Development Mechanism.

Task Overview: This task focussed on ways to implement the economic development plan for Sonoma County. Among the implementation tools evaluated were capital improvement programs, local development corporations, facilities-financing techniques, urban revitalization, and permit processing.

The major issues and concerns of industrial and commercial development were identified as perceived by the individual cities and communities. A survey of the characteristics of the implementation issues as they related to each planning area was undertaken. The findings from this task are contained in, "Economic Development Mechanisms" prepared by John Blayney Associates.

Task No. 9: Role and Administration Relationships.

Task Overview: Procedures were formulated to assure interaction, on industrial and commercial issues principally among the Economic Development Board, the County, and the cities.

Procedures appropriate to assure plan implementation highlighted coordination of private and public sectors.

Task No. 10: Economic Development Plan Report.

Task Overview: The final task was the preparation of the Economic Development Plan report that will become the Countywide policy document for economic development.

This task involved drafting a preliminary plan for review by task force members and other appropriate persons. After review of this report has been completed, a final draft will be prepared for review by city councils, the Economic Development Board, and the Board of Supervisors. Public hearings will then be held and the plan will be submitted for comment by other bodies and adoption by the Board and city councils.



### III. ECONOMIC BASE AND EMPLOYMENT PROJECTIONS

#### A. Overview

This chapter addresses the County's transition from an agriculturally dominated economic base to a diversified one, and develops projections for future County employment.

The employment projections provide information about the number of employees to expect in various sectors of the economy in each of the planning areas of Sonoma County. The number of employees can also be converted into the acreage required to accommodate each employee. The projections, then, provide two important pieces of information: 1) the amount and type of employment to expect in each planning area, and 2) the amount of land needed to accommodate expected employment change.

#### B. Past

Sonoma County's economic base historically was dependent upon its agricultural and timber resources. During the 1960's, however, there was a noticeable shift to a more diversified economic base with dramatic increases in population-serving employment and basic employment in the new technology sector. (Table III-1) Agricultural processing and production, however, continued in its importance, representing 40% of all 1972 basic employment. (Table III-2, B-1 and B-5)

Table III-1 Employment Groups in Sonoma County 1940-1970

	1940		1950		1960		1970	
	% of Total Employ-		% of Total Employ-		% of Total Employ-		% of Total Employ-	
	Number	ment	Number	ment	Number	ment	Number	ment
Agriculture,*								
Forestry & Fisheries	8,267	35.00	8,721	24.15	5,458	11.30	4,463	6.59
Mining & Construction	1,412	6.00	3,202	8.87	3,853	7.98	4,881	7.20
Manufacturing	3,317	14.04	3,926	10.87	7,899	16.35	8,267	12.20
Services	10,624	44.96	20,259	56.11	31,097	64.37	50,142	74.01
Total Employ.	23,620	100.00	36,108	100.00	48,307	100.00	67,753	100.00
Total Pop.	69,052		103,405		147,375		204,885	

Source: U.S. Bureau of Census: Employment (from "Sonoma County Economic and Resource Use Study for Base Year 1965" by G. Goldman, Lt. Wallace, John Mamer Cooperative Extension University of California, January 1973).

The transition from an agriculturally dominated economy to a diversified one in the 1960's was paralleled by a transition from economic self-reliance to economic interdependence with the Bay area, accompanied by an extensive out-commuting pattern.

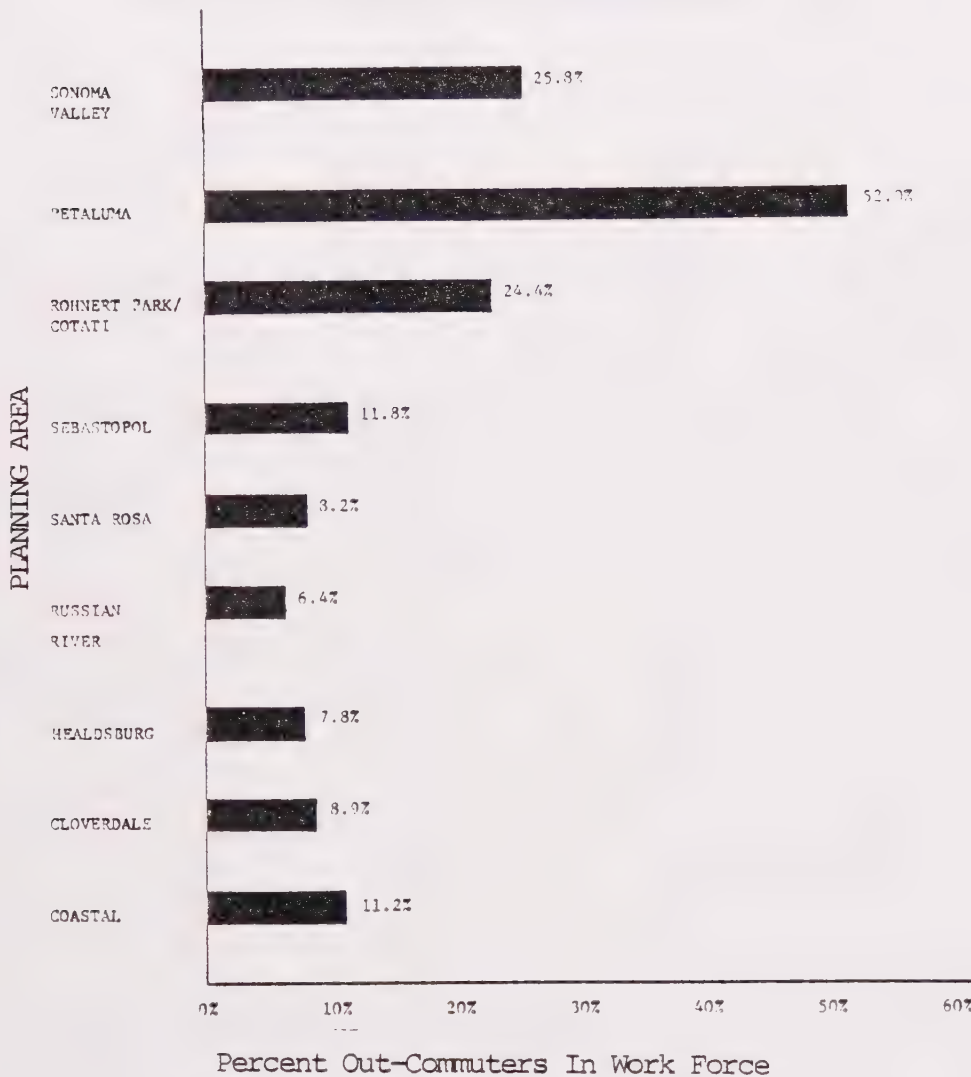
Table III-2 Basic and Population Serving Employment  
in Sonoma County, 1972

EMPLOYMENT CATEGORY		Employment	% of Subtotal	% of County Total
B-1	Agriculture	6,080	21.5	8.7
B-2	Mining	270	1.0	0.4
B-3	New Technology	920	3.3	1.3
B-4	Centralized Urban	1,080	3.8	1.6
B-5	Decentralized	5,320	18.8	7.6
B-6	Metal Fabrication	1,430	5.0	2.0
B-7	Petrochemical	160	0.6	0.2
B-8	Transportation	1,120	4.0	1.6
B-9	Trade	3,280	11.6	4.7
B-10	Finance/Insurance	1,470	5.2	2.1
B-11	Services	3,240	11.5	4.6
B-12	Fed/State Government	3,880	13.7	5.6
Sub Total Basic Employ.		28,250	100.0	40.5
P-1	Construction	4,310	10.4	6.2
P-2	Trans/Utilities	2,440	5.9	3.5
P-3	Retail Trade	10,590	25.5	15.2
P-4	Banking/Real Estate	2,230	5.3	3.2
P-5	Services	13,790	33.2	19.7
P-6	Local Government	8,210	19.7	11.8
Sub Total- Population Serving Employment		41,570	100.0	59.5
TOTAL		69,820	-	100.0

Source: Sonoma County General Plan Employment Inventory, Third Quarter, 1972

By 1973 commuters had become an established segment of this County's work force, particularly from the Petaluma, Sonoma Valley and Rohnert Park/Cotati planning areas. (Figure III-1) New employment opportunities in San Francisco and Marin Counties coupled with prohibitively high housing costs in these counties induced many people to seek housing in Sonoma County while still commuting out-of-County to work. In turn, this influx of new residents produced a local demand for population-serving employment.

FIGURE III-1

Out-of-County Commuting By Planning Area - 1973

By 1975, Sonoma County's rate of population-serving employment to basic employment was fairly typical of outer Bay Area counties with high commute rates to work in the inner Bay area counties. The economic dynamics of Sonoma County became similar to those of Contra Costa, Marin and Napa Counties where population growth is related to job-generation both in the County itself, and in adjacent inner Bay Area counties (Table III-3).

The present transition toward urbanization and greater interdependence is expected to continue throughout the planning period. The primary goals of the County are to preserve and maintain agriculture, to minimize out-of-County commuting, to promote balanced economic growth consistent with



adopted plans, and to promote community-centered economic growth. The goal to minimize out-of-County commute will be the most difficult to achieve because of strong economic forces supporting the out-commute.

Table III-3 Basic and Population Serving Employment In  
the Bay Area, 1975\*

County	Basic Employment	%	Population Serving Employment	%	Total
Alameda	210,694	48.4%	224,789	51.6%	435,483
Contra Costa	57,833	36.0%	102,671	64.0%	160,504
Marin	15,669	28.6%	39,199	71.4%	54,868
Napa	10,750	36.5%	18,738	63.5%	29,487
San Francisco	236,012	47.5%	260,778	52.5%	496,790
San Mateo	105,976	46.9%	119,783	53.1%	225,759
Santa Clara	252,098	49.6%	255,840	50.4%	507,938
Solano	24,003	46.5%	27,659	53.5%	51,662
Sonoma	29,150	37.6%	48,360	62.4%	77,510
Total	942,185	46.2%	1,097,817	53.8%	2,040,002

Source: "Draft Projections 79" ABAG, April, 1979, base year employment 1975.

### C. Present

Between 1972 and 1979 basic employment declined as a percentage of total County employment. The drop from 40% to 35% indicates the increased importance of population-serving employment to the local economy. In terms of total employment, the County's economic base is largely services-oriented, although basic employment will continue to be needed to maintain a strong economy and is expected to continue to comprise about 35% of all in-County employment to 2000.

Today, twenty percent of all jobs in Sonoma County are in retail trade. An additional 30% of all jobs are in services and local government. These three sectors represent half of all County jobs. (Table III-4).

Table III-4 Basic and Population Serving  
Employment in Sonoma County, 1979

	Employment	Employment	% of Sub-Total	% of County Total
B-1	Agriculture	5,625	17.0	5.9
B-2	Mining	224	.7	.2
B-3	New Technology	4,127	12.5	4.4
B-4	Centralized Urban	1,143	3.4	1.20
B-5	Decentralized	4,997	15.0	5.3
B-6	Metal Fabrication	1,535	4.6	1.6
B-7	Petrochemical	175	.5	.2
B-8	Transportation	1,209	3.6	1.3
B-9	Trade	4,361	13.2	4.5
B-10	Finance/Insurance	1,619	4.9	1.7
B-11	Services	3,981	12.0	4.4
B-12	Fed/State Gov't	4,150	12.5	4.4
	Sub-Total	33,146	99.9	34.9
P-1	Construction	6,471	10.5	6.8
P-2	Trans.Ytukutues	3,368	5.5	3.6
P-3	Retail Trade	19,805	32.2	20.9
P-4	Banking/Real Estate	3,477	5.7	3.7
P-5	Services	14,793	24.1	15.6
P-6	Local Government	13,547	22.0	14.3
	Sub-Total	61,461	100%	64.9
	Total	94,607	-	100%

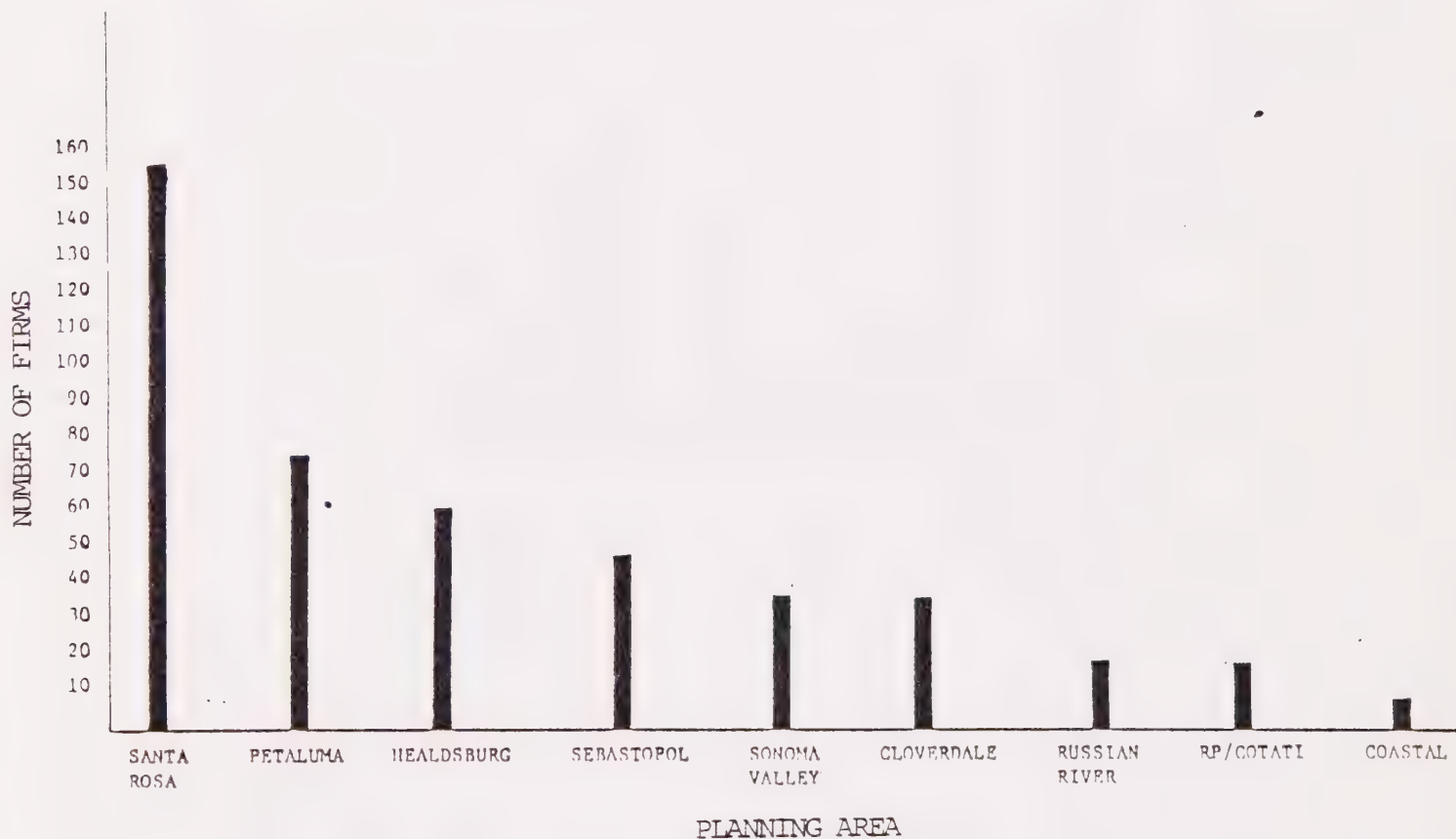
Population - serving jobs meet the needs of the local residents and range from employment at grocery and department stores to banks and warehousing. Because these jobs serve the local residents, population-serving jobs are distributed through the nine planning areas of the County consistent with the number of people living in the planning area.

The distribution of basic employment is related to a variety of factors including availability of land transportation routes, proximity of raw materials and availability of a labor force. The products of basic employment are generally exported out of the County, so accessibility to the Bay Area is a primary factor in locating industry in Sonoma County.

At present the location of industries by planning area reflect both the growth of new technology and the prominence of agricultural processing. The majority of industrial firms are located in Santa Rosa and Petaluma and the majority of agricultural processing plants are centered in Healdsburg and Sebastopol (Figure III-2).

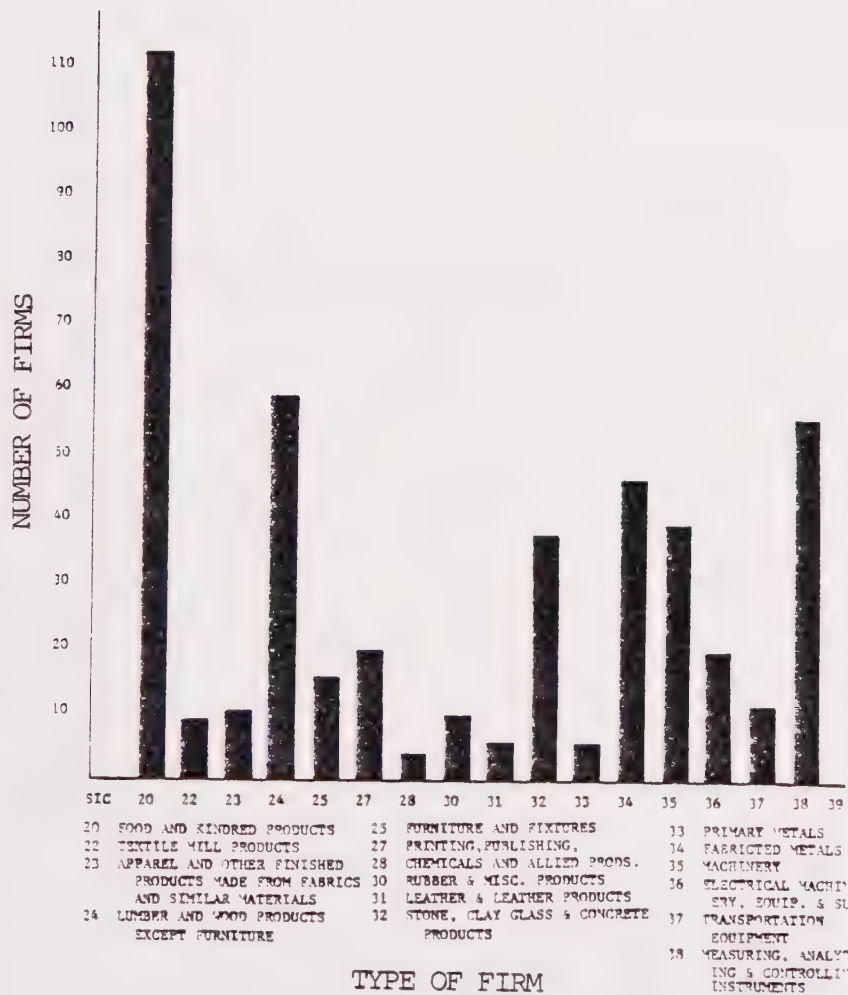
FIGURE III-2

Location of Industrial Firms By Planning Area - 1979



In 1979 Sonoma County's basic employment sector is still dominated by resource-related industrial firms. Food and lumber processing comprise the majority of types of firms. New technology, however, is expanding rapidly and in the 1980's is anticipated to dominate the industrial sector. (Figure III-3).

FIGURE III-3  
Number of Industrial Firms By Type in  
Sonoma County, 1979



At present the strength of Sonoma County's employment base is its diversity. It is a goal of the County that this existing diversity be supported in order that the economy not become dependent upon any particular sector. It is a further goal to maintain basic employment opportunities in each of the County's nine planning areas.



#### D. Future

Employment projections indicate substantial employment growth in the County, although, the out-commute is expected to be maintained at the 1975 percentage of employed residents. Similar to past trends, the annual absorption rate for all employment needs is expected to be about 130 acres per year. For basic employment this amounts to an annual need of almost 50 acres of industrial land, while the annual need for light and heavy commercial land is about 80 acres.

According to the major industrial survey done by John Blayney Associates, about two-thirds of annual industrial growth has been expansion of existing firms. Most of the remainder has been due to in-migration of Bay Area firms. This trend is anticipated to continue, making the accommodation of the expansion of existing firms a high priority.

In-migration of new firms is directly related to two factors: Sonoma County is a desirable place to live and work; at the same time, visual, recreational and life-style amenities attract employers to locate here. A survey of comparable industrial land costs indicates that Sonoma County's industrial land prices of \$2.00 to \$3.50 per square foot are lower than Marin County's and similar to those in Santa Clara County and the East Bay. Land prices in Sonoma County are much higher than in Sacramento, where comparable land sells for \$1.00 to \$2.00 per square foot.

The following sections discuss the amount and types of future employment anticipated to the year 2000, the amount of land needed to support this employment projection, and its distribution by Planning Area.

##### 1. Countywide Employment Projections

The transition from an agriculturally based economy to a more diversified economy is anticipated to continue over the planning period, with most of the growth to occur between 1980 and 1985. By the year 2000, new technology industry is expected to dominate the economy.

The Sonoma County employment projections show dramatic increases between 1972 and 2000. The population will increase 49% by the year

2000. Employment in the population serving sector of the economy will correspondingly increase 60%, and 38% in the basic employment sector. (Table III-5). In addition a larger percent of the population will be working in 2000.

Population serving employment increases at a faster rate because as population increases the scope of services that can be offered expands. Specialty items and services will become more readily available in Sonoma County. Were basic employment to increase at a 15% or higher rate than anticipated, this rate would likely be growth inducing because basic employment generates population serving jobs at a rate of about two to one. (Table III-6).

Population serving employment is projected to increase steadily throughout the planning period in all employment categories. Change in population serving employment is a function of population change; so, employment in these categories increases steadily as the County population grows. The local government projections may be modified downward to reflect the impact of Proposition 13 and the movement toward less government. (Table III-7).

## 2. Countywide Industrial and Commercial Land Use Projections

The amount of land that will be converted to industrial and commercial use between 1980 and 2000 can be estimated when the number of employees in each employment sector is known. This can be done by formulating coefficients for the number of acres each employee uses in each employment sector and calculating the number of acres that would be needed to accommodate all types of employment.

The coefficients used in this study were derived from technical files of the Sonoma County General Plan and coefficients formulated for the Bay Area Simulation Study "Jobs, People and Land". Other sources included a 1964 Santa Clara study, a 1970 Federal Highway Administration study and a 1964 ABAG study.

Table III-5. Employment and Population Growth in Sonoma County  
1972-2000

Employment	1972	1980	%	1985	%	1990	%	2000	%	% Increase 1980-2000
Basic Employment	28,250	33,380	18%	37,185	11%	40,620	9%	46,050	13%	38%
Population Serving	41,570	61,460	48%	70,100	14%	78,080	11%	98,240	26%	60%
TOTAL	69,820	94,840	36%	107,280	13%	118,700	11%	144,290	22%	52%
POPULATION	225,000	287,800	28%	328,000	14%	365,100	11%	430,000	18%	49%

Source: Sonoma County General Plan Projections, 1978

Table III-6. Sonoma County Basic Employment Projections

## NUMBER OF EMPLOYEES AND PER CENT CHANGE

EMPLOYMENT CATEGORY	1972	1975	%	1980	%	1985	%	1990	%	2000	%
B-1 Agriculture	6,080	5,940	(-2%)	5,620	(-6%)	5,250	(-7%)	4,890	(-7%)	4,320	(-12%)
B-2 Mining	270	270	-	270	-	270	-	280	4%	290	4%
B-3 New Technology	920	1,640	78%	4,130	152%	6,150	49%	8,050	31%	10,610	32%
* B-4 Centralized Urban	1,080	1,110	3%	1,140	3%	1,180	4%	1,210	2%	1,310	8%
**B-5 Decentralized	5,320	5,480	3%	5,180	(-6%)	5,100	-2%	4,930	1%	5,150	4%
B-6 Metal Fabrication	1,430	1,470	3%	1,540	5%	1,610	4%	1,670	4%	1,760	5%
B-7 Petrochemical	160	170	6%	180	6%	190	6%	200	5%	230	15%
B-8 Transportation	1,120	1,190	6%	1,210	2%	1,410	16%	1,600	13%	1,770	11%
B-9 Trade	3,280	3,380	3%	4,360	29%	5,050	16%	5,680	12%	6,550	15%
B-10 Finance/Insurance	1,470	1,510	3%	1,620	7%	1,720	6%	1,810	5%	1,930	7%
B-11 Services	3,240	3,340	3%	3,980	19%	4,700	18%	5,340	14%	6,370	19%
B-12 Federal/State Gov't	3,880	4,000	3%	4,150	4%	4,550	10%	4,960	9%	5,760	16%
TOTAL	28,250	29,500	4%	33,380	13%	37,180	11%	40,620	9%	46,050	13%

\* Includes textile products, printing/publishing, rubber and plastic, leather

\*\* Includes food products, lumber and wood, furniture, clay and glass products.



Table III- 7.     Sonoma County Population Serving Employment Projections

EMPLOYMENT CATEGORY	NUMBER OF EMPLOYEES AND PER CENT CHANGE										
	1972	1975	%	1980	%	1985	%	1990	%	2000	%
P-1 Construction	4,310	5,090	18%	6,470	27%	7,260	12%	7,990	10%	9,740	22%
P-2 Trans/Utilities	2,440	3,030	24%	3,370	11%	3,810	13%	4,210	10%	5,330	27%
P-3 Retail Trade	10,590	14,470	37%	19,800	37%	22,800	15%	25,570	12%	32,300	26%
P-4 Banking/Real Estate	2,230	2,740	23%	3,480	27%	4,060	15%	4,600	13%	5,710	24%
P-5 Services	13,790	14,080	2%	14,790	5%	16,650	12%	18,370	10%	21,170	15%
P-6 Local Government	8,210	8,390	2%	13,550	62%	15,520	14%	17,340	12%	23,990	38%
TOTAL	41,570	47,800	15%	61,460	29%	70,100	14%	78,080	11%	98,240	26%

Source: (for Tables III-9 and III-10): Sonoma County General Plan, on file in Sonoma County Planning Division. 1975.

The land use coefficients are:\*

1. Industrial

B3 (New Technology)	.036 employees per acre
B4 (Centralized Urban)	.073 employees per acre
B5 (Decentralized)	.151 employees per acre
B6 (Metal Fabrication)	.079 employees per acre
B7 (Petrochemical)	.360 employees per acre

2. Heavy Commercial

B8 (Transportation)	.138 employees per acre
B9 (Trade)	.118 employees per acre
P1 (Construction)	.0475 employees per acre
P2 (Trans/Utilities)	
8% of category -	.065 employees per acre

3. Light Commercial

P3 (Retail Trade)	
P5 (Services) 21%	.058 employees per acre
B10 (Finance/Insurance)	
B11 (Services) 44% of category	
P2 (Trans/Util.) 92% of category	.05 employees per acre
P4 (Banking/Real Estate)	
P5 (Services) 72% of category	

\*These industries are not included because of the difficulty in determining coefficients: B1 (Agriculture, B2 (Mining), B12 Fed/State Government) P6 (Local Government)

From 1980 to 1985 the annual projected absorption rate for industrial and commercial uses is 130 acres per year. This absorption rate is somewhat higher than absorption rate from 1972 to 1979, estimated by study consultants Blayney-Dyett Associates to be about 70 acres annually. The annual projected absorption rate from 1985 to 2000 is 120 acres: 50 for basic industry and heavy commercial and 70 for light commercial employment. Table III-8 shows the Countywide need for industrial and commercial land from 1980 to 2000. Commercial is separated into heavy and light commercial because the study assumes that 75% of the heavy commercial land projection can be met in industrially zoned areas.

Table III-8. Industrial/Commercial Land Need in Sonoma County

1980-2000

	Land Need in Acres			
	1980-85	1985-90	1990-2000	1980-2000
Industrial	160	150	260	570
Heavy Commercial	140	130	210	480
Light Commercial	350	320	680	1,350
TOTAL	650	600	1,150	2,400

### 3. Industrial and Commercial Employment and Land Use Projections by Planning Area

County-wide employment and land use projections can be distributed to each planning area. (Map III-1) The major employment centers are identified as are the major types of employment in each planning area.\* Base year employment is given by planning area (Table III-9).

#### a. Coastal Planning Area

Population serving employment makes up about 75% of total planning area jobs, reflecting the coast's attractiveness for tourism. Basic employment is almost exclusively resource-related and includes sheep ranching, timber management and commercial fishing. The Coastal Planning Area's economy will become more service oriented than it was in base year. Employment growth is projected to occur almost exclusively in service sectors.

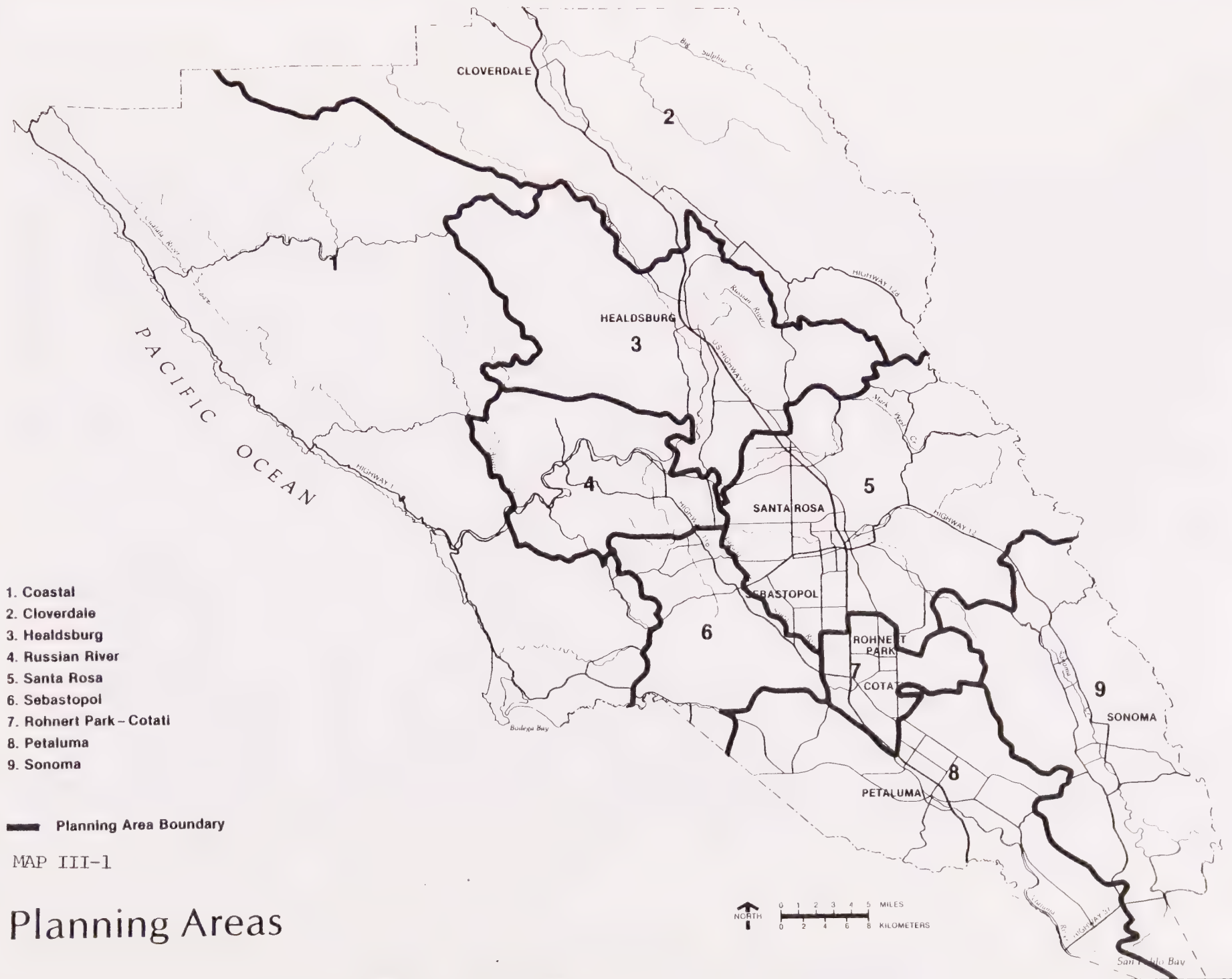
The impetus for service commercial growth is the coastal amenity, which is attractive primarily to day visitors but also to over-nighters. The population centers in this planning area are Bodega Bay, Occidental and its rural residential environs including the densely populated Camp Meeker, and Sea Ranch which will probably be allowed to build-out to over 2000 dwelling units. Commercial services should be concentrated in these three areas.

\*Chapter V, "The Zoning Plan", contains statistical tables on the employment and land use need projections.

III-16

Source: 1972 Countywide Employment Inventory, Sonoma County Advanced Planning, 1973





b. Cloverdale Planning Area

Basic employment comprises 66% of total jobs. Natural resource-related employment in agriculture and timber processing predominates. The major communities are the City of Cloverdale and the unincorporated community of Geyserville. Cloverdale has a housing shortage as evidenced by there being about one thousand more jobs in the planning area than the employed work force, indicating a net in-commute from the areas to jobs in Cloverdale.

Although the majority of employment growth is projected to occur in the population serving sectors, the Cloverdale Planning Area's economy should remain fairly well balanced between basic and population serving employment. Industrial development will primarily be related to the timber, geothermal, and viticulture resources. Population serving employment will be needed to serve both area residents and tourists attracted to wineries, fairs and, possibly, to Lake Sonoma. Tourist-related commercial uses should be concentrated in Cloverdale and Geyserville.

c. Healdsburg Planning Area.

Basic employment comprises about 58% of total jobs, dominated by agriculture and food processing. Major urban centers are the City of Healdsburg and the unincorporated community of Windsor. The population serving employment sector is strong in Healdsburg; however, Windsor has a weak employment base and no readily identifiable employment centers. This planning area has good access to Highway 101 and to rail service.

The Healdsburg Planning Area is projected to have relatively steady growth in both industrial and commercial sectors. Healdsburg's basic employment is diversified, ranging from resource employment in viticulture, orchards, and gravel extraction, to new technology firms such as Fairchild. This diversification should help Healdsburg to maintain a balanced industrial base. Population serving employment will primarily serve local residents; however, tourist services will be needed for activity related to

wineries, the Russian River and, possibly to Warm Springs Dam.

Because employment centers are the City of Healdsburg and the unincorporated community of Windsor, industrial and commercial growth should be supported inside both communities. The community of Windsor requires a clearer delineation of appropriate commercial and industrial areas. Healdsburg has sufficient industrial land within its year 2000 urban boundary to accommodate growth. Its downtown will continue to be the only primary commercial center with neighborhood commercial expansion in the urban area particularly to the north.

d. Russian River Planning Area

Population serving employment comprises 56% of total employment of the Russian River area, reflective of the extent of tourism here but serving both permanent residents and tourists. Tourism is expected to play a more important role in the economy than it does at present, if diverse recreation opportunities are maintained. Public access to the river needs to be expanded because the river itself is the major tourist attraction. Major employment centers are the unincorporated communities of Cazadero, Forestville, Guerneville, and Monte Rio. Commercial growth should be focussed in these existing communities. Industrial sites are restricted to Forestville. Cottage industry should be encouraged in the Guerneville and Monte Rio area.

e. Santa Rosa Planning Area

Population serving employment makes up 69% of total jobs in the planning area and 59% of the total population serving jobs in the County. This planning area is the employment center of Sonoma County with more than 50% of all in-County employment. Its share of basic employment is less dramatic (about 39%) but many of these jobs are in the basic employment growth sector of new technology. Because of its economic dominance, employees from all planning areas commute into Santa Rosa for work.

Santa Rosa is expected to retain its role as the industrial and commercial hub of the County. The planning area will have diversified industrial and commercial growth. New technology industrial growth will center in Santa Rosa. It will also have two regional scale shopping centers, sufficient to satisfy large scale shopping center demand in the County for the next twenty years.

Urban centers are the City of Santa Rosa and its urban expansion area, the unincorporated community of Larkfield/Wikiup, and the Sonoma County Airport and environs industrial park complex. There is an overabundance of industrial land in this planning area; a major effort is required to determine which of the potential sites warrant public support in their development. Key industrial areas are Fountain Grove, the Santa Rosa Air Center environs. Todd Road to Hearn Road, west of Highway 101, and the Sonoma County Airport.

f. Sebastopol Planning Area

Basic employment comprises 58% of total jobs, dominated by agriculture and food processing. Apple production and processing are the major sources of basic employment. Rural residential land use has threatened the viability of apple production and led to increased traffic flows through Sebastopol and pressure for Sebastopol by-pass routes.

The Sebastopol Planning Area is projected to have moderate employment growth during the next twenty years, but hardly enough to provide enough jobs for new residents. Significant numbers of Sebastopol area residents are expected to commute to the Bay Area and Santa Rosa. Daily through-traffic increases will accentuate the City of Sebastopol's need for a by-pass.

Commercial centers in this planning area are the City of Sebastopol, Graton and Bloomfield, with the Cunningham area also acknowledged as a commercial node. All of these communities are constrained by lack of physical area in which to expand.



g. Rohnert Park/Cotati Planning Area

Basic employment makes up 59% of total employment, primarily because of a lag until recently in Rohnert Park's commercial growth and the existence of Sonoma State University's more than one thousand basic jobs. Although Rohnert Park and Cotati abut one another, they maintain contrasting community identities through differing residential and commercial development policy orientations. A sense of difference could be promoted in the types of industrial growth and/or design standards each community might attract.

This planning area is expected to achieve significant levels of employment growth during the next twenty years. There is sufficient land in urban areas to accommodate the projected industrial and commercial growth without pressures for such development outside urban areas. Urban centers are the cities of Rohnert Park and Cotati and the unincorporated community of Penngrove. Rohnert Park will absorb the majority of industrial and commercial development, even maintaining its current policy of no annexation until year 2000.

h. Petaluma Planning Area

Population serving employment comprises about 66% of all jobs in this planning area. This can largely be attributed to the high percentage of out-commuters who work in Marin or San Francisco but do much of their shopping in Petaluma. Petaluma supports downtown renewal and industrial development in industrial parks.

Petaluma is likely to achieve its most dramatic employment growth in the population serving sectors because of the high population projection for the city and demands for service employment related to a population of about 75,000. Basic employment is projected to increase at a slower pace adding about 500 jobs between 1980 and 2000.

The only urban community in this planning area is the City of Petaluma. The city will absorb almost all of the new employment,

although there could be some small commercial nodes west of Petaluma in the heavily populated rural residential area. Both north and south of the city are community separators where employment should not be located. The City of Petaluma intends to support measures to reduce the rate of out-commuting. Encouraging the construction of apartments is one means of discouraging commuters, who generally seek single family dwellings. Employment development may divert some commuters into local jobs. However, as long as there is disequilibrium between housing prices in Marin and Sonoma Counties and Marin is creating more jobs than the County is providing housing for, there will be demand by commuters to live in Petaluma.

i. Sonoma Valley Planning Area

Basic employment comprises 52% of total employment with about 60% of basic employment attributable to Sonoma State Hospital. The State Hospital and agricultural employment are the foundations of the Sonoma Valley economy.

The Sonoma Valley will receive its greatest growth in the population serving sectors, with emphasis on both light and heavy commercial. Basic employment will increase to some extent. The projected increase assumes that Sonoma State Hospital will be retained as a State hospital through the course of the planning period.

Sonoma Valley has several employment nodes: the City of Sonoma, the Boyes Hot Springs/El Verano area, Glen Ellen and Kenwood. Commercial growth should be contained within these communities.

Sonoma Valley is unique in Sonoma County in that it has no vacant industrial land on sewer or even within a half mile of an urban designation as shown in the County General Plan. The area currently designated industrial is along 8th Street East, which is not served by sewer. There is an excess of vacant land along 8th Street East that is zoned industrial.

#### E. Reliability of the Projections

These projections are consistent with the year 2000 population projection of 430,000 and assumptions about the out-commute rate.

The employment projections were compared to projections done by the State Employment Development Department (EDD) and the Association of Bay Area Governments (ABAG). The EDD work contains employment projections for the County as a whole for 1980 and 1985; the EDD and Sonoma County projections compare favorably.

ABAG has recently published its "Projections 1979" report that includes population, housing and employment projections for the Bay Area from 1975 to 2000. These projections are the only employment projections available with sufficient detail to be considered comparable to the Sonoma County projections. (Table III-10).

The Sonoma County General Plan employment projections, when compared to ABAG's, are valid and reliable. Neither projection assumes major shifts in market forces. It is generally recognized that sustained shortages in energy could result in unanticipated regional employment shifts. However, even if the County General Plan projection were redone today, it is not clear how to account for assumed energy shortages. This conclusion is reinforced by ABAG's "Projections 79" report whose results more closely resemble the County's employment projections than any of ABAG's recent Series 3 projections.

The Sonoma County General Plan projects 13,000 fewer out-commuters by year 2000 than the ABAG projection. This difference indicates the General Plan priority to discourage commuting and assumption that this priority is implemented somewhat successfully between 1980 and 2000. (Table III-11).

Table III-10. Sonoma County Population and Employment Projections  
ABAG and Sonoma County

Year	ABAG*			SONOMA COUNTY**		
	Population	Employment	Emp. to Pop. Ratio	Population	Employment	Emp. to Pop Ratio
1975	245,360	77,480	1:3.2	248,200	77,300	1:3.2
1980	278,150	93,480	1:3.0	287,800	94,790	1:3.0
1985	297,500	104,130	1:2.8	328,000	107,230	1:3.1
1990	350,820	114,500	1:3.1	365,100	118,650	1:3.1
2000	435,600	135,240	1:3.2	430,000	144,240	1:3.0

\* Source: "Draft Projections '79", April 1979

\*\* Source: Sonoma County General Plan, 1978



Table III-11. Sonoma County Commute Pattern: ABAG and Sonoma County

	In* Commuters	Out Commuters	Total Employed Residents	In* Commuters	Out* Commuters	Total Employed Residents
1975	2,800	14,290	88,970	2,800	15,600	90,000
1980	3,100	24,170	114,550	3,100	23,000	115,690
1985	3,500	29,930	130,560	3,500	25,000	128,730
1990	3,800	39,420	150,120	3,800	26,900	141,750
2000	4,600	47,520	178,160	4,600	34,600	174,240

\* Source: "Economic Impact of the Proposed Land Use Plan for Sonoma County,"  
URC, Inc., October 1975

#### F. Use of the Employment Projections

The Sonoma County General Plan employment projections are a useful tool for gauging the amount and type of economic change the County is likely to experience in the future. They should not be regarded as absolute predictions nor as self-fulfilling prophecies. Most properly they are informed renditions of the future that can be adhered to or modified while providing a guide for policy formation, implementation measures, and assessment of impacts of economic growth. These projections are the County General Plan's market scenario of employment growth consistent with the adopted land use plan and population projections.

The projections should be viewed from these perspectives. One, they represent a market image of employment type and location that cannot readily be altered. Dramatic shifts in location or type of employment are probably achievable not by policy intervention but only by a shift in market forces. Two, the projections cannot implement themselves.

Conscious forethought, setting aside appropriate land in sufficient quantity, and measures to implement the projections are necessary to assure that the County develops in a desirable manner. Three, they do not indicate size or site-specific location of employers. Large industrial conglomerates in industrial parks and large scale commercial development are as consistent with the employment projections as small scale industrial and commercial facilities scattered throughout the County.

#### IV. GOALS AND POLICIES

##### A. Purpose

Goals and policies provide a framework for plan formulation and implementation. A goal is an end or aim that is intended to be achieved. A policy suggests general courses of action to follow in order to achieve the end set forth in the goal. The goals and policies contained in this chapter are intended to offer a framework for economic development that is applicable in specific situations within the cities and the unincorporated areas.

##### B. Goals and Policies

###### Goal 1: General

It shall be the goal of Sonoma County to co-ordinate the planning for industrial and commercial development with the eight cities of the County to foster orderly employment growth consistent with County population and employment growth porjections as contained within the adopted Sonoma County General Plan.

###### Policies

1. Promote controlled and decentralized economic growth that fosters economic development in the County's cities and unincorporated communities, acknowledging the major employment growth centers to be Santa Rosa, Petaluma and Rohnert Park.
2. Support the community centered concept of locating most industrial and commercial uses in the County's cities and unincorporated communities.
3. Encourage economic self-sufficiency among the County's

communities by setting aside, where possible, sufficient industrial and commercial land to support employment development commensurate with local population projections.

4. Promote orderly commercial and industrial growth by utilizing short range (1980-1985) and long range (1985-2000) development programs and instituting monitoring procedures for development.
5. Promote diversification of the County's economic base by supporting the growth of a variety of compatible employment activities.
6. Encourage the reduction of out-of-County and intra-County commuting.
7. Encourage growth of existing and new industries that are consistent with Sonoma County growth targets.

#### Goal 2: Employment Sectors

It shall be the goal of Sonoma County to foster stable and diversified economic growth.

##### Policies

1. Preserve and stimulate agriculture, timber, geothermal, fishing, and other resource-based industries with due regard to protection and preservation of the environment.
2. Promote development of clean, light industry in an orderly fashion within the framework of a phased development program.
3. Promote expansion of existing industries consistent with the County's growth projections.
4. Promote tourist, recreation and convention activities in specified locations.
5. Promote a complete range of commercial and professional facilities commensurate with the level of services appropriate for each of the County's communities.

#### Goal 3: Commercial Development

It shall be the goal of Sonoma County to encourage commercial development in the County's cities and unincorporated communities.

##### Policies

1. Require sewer service for all commercial uses except in designated urban communities where sewer service is



not available, or in designated rural locations where the provision of sewer is neither feasible nor desirable.

2. Allow for resource-related commercial uses, such as fruit stands and nurseries, in appropriate locations outside of urban areas.
3. Allow for tourist-related commercial uses in urban communities and in designated tourist areas outside of urban communities.
4. Discourage strip commercial development in existing communities and along major highways and scenic corridors.

Goal 4: Industrial Development

It shall be the goal of Sonoma County to encourage industrial development in the County's cities and unincorporated communities.

Policies

1. Require sewer service for all industrial uses except in communities where sewer service is not available or in designated rural locations where the provision of sewer is neither feasible nor desirable.
2. Encourage decentralization of industrial uses to all cities and unincorporated communities.
3. Allow resource-related industrial uses, such as wineries, canneries and timber operations, in rural areas proximate to the resource.
4. Encourage compatible mixed use development that incorporates industrial, commercial and/or residential development on single or contiguous parcels after submission of a development plan.
5. Encourage the location in the County of a limited number of large, campus-like industrial firms.
6. Encourage the location of small businesses in communities throughout the County.
7. Encourage cottage industries particularly in planning areas where there is little vacant industrial land.

Goal 5: Standards and Design

It shall be the goal of Sonoma County to support high standards of industrial and commercial development that is visually and aesthetically pleasing, compatible with adjacent uses and consistent with principles of environmental suitability.

### Policies

1. Locate industrial and commercial development in environmentally suitable areas.
2. Promote development of well-planned and designed industrial parks.
3. Encourage the formulation of design themes and standards for industrial and commercial development in various communities in Sonoma County.
4. Assure adequate access-egress and mitigation of traffic impacts for commercial and industrial development.
5. Assure provision of sewer, water, and other utility services to areas designated for industrial and commercial development.
6. Allow for resource-related industrial uses, such as wineries and canneries in appropriate locations outside of urban areas.
7. Require design review for all industrial and commercial development.
8. Encourage coordination of standards for industrial and commercial development between the cities and County.
9. Discourage underuse, misuse, and abuse of industrial and commercial lands.

## V. OVERALL INDUSTRIAL AND COMMERCIAL ZONING PLAN

### A. Description

The zoning plan is the heart of this study. Recommendations are made for both short range (1980-85 and long range (1980-2000) industrial and commercial zoning. For industrial land, only vacant acreage is designated; so, existing industrial zoning, where there is industrial use, is assumed to be retained in industrial zoning. Commercial zoning is treated similarly except that some lands currently in commercial use may be included in the commercial designations on the maps (Table V-1).

Recommendations are also made for re-zoning land from industrial or commercial to some other zoning category. Adoption of this study will not re-zone specific parcels. Separate public hearings and notification of property owners will be required before land is actually re-zoned. Adoption of this study, however, will be an indication of intent by the cities or County to re-zone parcels that are recommended for re-zoning in the study.

The zoning plan is based upon research done by staff and consultants to the study, Blayney-Dyett Associates, who evaluated over 6,000 acres of vacant industrial and commercial land for readiness and appropriateness for industrial and commercial use. Other sources include analysis by planning staff of all eight cities and the County and ongoing review by the Industrial/Commercial Steering Committee. The primary source document for the proposed plan is the working paper "Site Analysis and Development Priorities" (Blayney-Dyett Associates, June 29, 1979) in which the evaluation of sites is described, as are four short range

and two long range phasing alternatives. Review of this document was undertaken by seven of the County's eight City Councils and/or Planning Commissions and by the County Planning Commission prior to preparation of this proposed zoning plan.

TABLE V-1. Industrial/Commercial Land Need and Industrial Zoning Plan  
1980-2000

	Land Need In Acres			
	1980-85	1985-90	1990-2000	1980-2000
Industrial	160	150	260	570
Heavy Commercial	140	130	210	480
Light Commercial	350	320	680	1,350
TOTAL	650	600	1,150	2,400

	<u>Industrial Zoning Plan (In Acres)</u>		
	1980-85	1985-2000	1980-2000
Industrial/Heavy Commercial	1,550	850	2,400

It is the intent of this study that the cities and County adopt this proposed plan as it might be amended by the jurisdictions considering the study. Once adopted, a summary report will be prepared to be used by each city, the County, and Economic Development Board as a guide to industrial and commercial development throughout the County.

#### B. Summary of Major Findings

The Blayney-Dyett report makes several major findings regarding industrial and commercial development in Sonoma County:

##### 1. Industrial

- a. Of the 4,900 acres of vacant industrial land evaluated in the study, over 3,000 acres are potentially suited to industrial development. Market demand for industrial use by year 2000 is for about 1,000 acres, so there is an oversupply of potentially suitable land.



b. less than 400 acres of vacant industrial land is fully prepared for development, that is, serviced by sewer and water and other utilities and having adequate access. Because much land is not fully prepared for industrial development, a commonly held assumption is that there is too little industrial land in the County.

c. There are few master planned industrial parks in the County. More jurisdictions should adopt an industrial park zoning designation and simplify the development approval process for projects within industrial parks.

d. A short term policy of restricting industrial development to presently sewerred sites is the most cost effective and equitable strategy for attracting industrial development consistent with adopted plans and policies. Infrastructure improvements should be staged to keep the growth rate within the Countywide growth target.

e. Sites should not be pre-designated for firms with unique site needs or desires. Sites should be evaluated against adopted criteria guiding the location of unique industries.

f. The County and cities should remove industrial zoning from lands that are unsuitable for industrial development or are well in excess of demand for industrial development for the next twenty years.

## 2. Commercial

a. There is a twenty year need for approximately 1,500 acres of commercial land, including heavy commercial. The vacant supply of commercial land is less than 1,500 acres, creating a long-term deficit in the County.

b. There are significant opportunities for in-fill development and intensification of existing commercial properties.

c. New commercial sites should be identified primarily in urban areas.

d. Some commercial uses, such as offices or warehouses, can be located in industrial parks or other industrial areas.

e. Premature subdivision of commercial parcels should be discouraged.

f. The County and cities should remove commercial zoning from lands that are unsuitable for commercial development.

3. Large Sites With Rail Access

One of the issues identified to be addressed in the study is the availability of large (over 10 acres) industrial sites with rail access. The Blayney-Dyett report identifies 24 such sites in the County, all concentrated along the Highway 101 corridor particularly from Petaluma to Santa Rosa.

4. Out-of-County Commuting

Increased industrial or commercial development in Petaluma or Rohnert Park is not likely by itself to decrease the out-of-County commute rate. The major reason for the commute rate is the tremendous increase in downtown San Francisco professional employment and lack of affordable single family detached housing either in San Francisco or Marin Counties. The increase in out-commuting directly relates to the increase in migration. The professional out-commuter is willing and able to outbid locally employed workers for housing and to commute an hour or more to work in order to obtain desirable housing.

Two actions could help to reduce the rate of out-commuting. One, the provision of more apartments or condominiums would discourage the San Francisco worker from moving into Sonoma County if there were a lack of available single family housing. Two, attracting basic office employment, such as Fireman's Fund, to Petaluma or Rohnert Park would provide job opportunities for professionals and decrease the out-commute rate.

### C. Countywide Alternatives

Six industrial phasing plan alternatives, four short-term and two long term, were evaluated by Blayney-Dyett Associates, (see section IX, Plan Alternatives). Alternatives were not prepared for commercial lands because of the relative scarcity of commercial land. The short-term alternatives describe differing distributions of industrial land that should be made available for development between 1980 and 1985. Each alternative describes land that the public sector would support for development over the short-term by providing or working in partnership with the private sector to provide sewer, water, access, utilities and master planning if necessary to assure the near term availability of land for industrial use. The long range alternatives in the Blayney-Dyett report showed the total supply of industrial land that should be made available. In the zoning plan, however, the long-range plan will show all land that should be made available after 1985.

The six alternatives assume that there are choices concerning industrial land supply. The fact that there is choice means that currently there is an oversupply of industrial land and choices must be made concerning land to be made available in the near future, the long term future and lands that should not be made available at all. Briefly described, the six alternatives considered by Blayney-Dyett Associates were:

#### 1. Short Range Alternative #1: Centralized Sewer

This option focusses development where full public services are already available: in Cotati, Petaluma, Rohnert Park and Santa Rosa. The option strengthens urban areas, minimizes governmental costs, but would mean long intra-County commutes and vehicular pollution.

#### 2. Short Range Alternative #2: Traffic Restricted

This option locates development where sites are least constrained by traffic congestion. It distributes industrial development to almost all communities but in locations that often are in conflict with planning policy because high access locations are often not in communities.

3. Short Range Alternative #3: Controlled Decentralization

This option locates industrial lands in all cities and several unincorporated areas and is designed to respond to the goal of employment self-sufficiency among communities in the County. It could, however, intensify development pressure on agricultural land and threaten community separation. Fewer sites are designated in Santa Rosa in this alternative than in any of the others.

4. Short-Range Alternative #4: All Sewered Sites

This option would limit development to all sites that currently have sewer service. It is similar to Alternative #1 except that Healdsburg and Cloverdale are added. It is a cost effective option for government because costs to government would be minimized. Out-commuting would increase in Sebastopol, Sonoma Valley, Coastal and Russian River because of no industrial development.

5. Long Range Alternative #5: Industrial Parks with Controlled Decentralization

This option locates most industrial land in industrial parks distributed throughout the County. Cloverdale, Healdsburg and Sonoma County Airport are maximized while fewer sites are identified in Petaluma and Santa Rosa than in Alternative #6. This option also accentuates opening up one or more large areas for unified industrial development. Potential sites could include the Santa Rosa Air Center, Sonoma County Airport, Fountain Grove, and Highway 37, but would not include all of them in a plan because of the resulting oversupply of industrial land. This alternative has the positive feature of being cost effective and could result in consistently high standards of industrial development.

6. Long Range Alternative #6: Centralized Sewer

This option basically accepts existing city general plans and County specific plans as the long term guide to development. Decentralization or distribution of industrial development into all communities would be maximized. A positive feature of this



approach is that intra-county commuting would be reduced. More extensive public service extensions would be required and encroachment into agricultural lands would occur. The quality of development would likely be mixed as standards would probably not be uniformly high. In this option, the Sonoma County Airport environs would not be designated for much industrial expansion, thus the airport would likely remain a general aviation facility and not be expanded to allow for jet traffic.

#### D. The Industrial/Commercial Zoning Plan

The zoning plan as proposed does not adopt any one of the alternatives in a pure form. Based on responses from the cities, the Industrial/Commercial Steering Committee and city/county planning staffs, the proposed zoning plan is a composite of the four short-range and two long-range alternatives.

The proposed zoning plan contains a few key concepts. One, the overwhelming recommendation of the Steering Committee is to accept the decentralized concept of allowing for industrial and commercial development in communities throughout the County. This reflects the desire of each city to be relatively self-sufficient by providing jobs for a high percentage of city or area residents. It also reflects a desire to reduce both out-of-county and intra-county commuting to the extent possible. One effect of this recommendation is to reduce the amount of land designated for industrial development in the Santa Rosa Planning Area from what could be designated. If this is not done, it is unlikely that the decentralized concept can work.

Two, both commercial and industrial uses should be community centered or located in urban areas. Exceptions to this general rule are in the Sonoma Valley along 8th Street East and the Sonoma County Airport. Otherwise, rural areas are not designated for industrial development, including Highway 37. Resource-related industry, however, can locate in rural areas because of the policy of the County to support local resource-based activities and the desirability to locate many industries like wineries and log mills in rural settings.

Three, the zoning plan designates more than sufficient land to meet the demand for industrial or commercial uses but does not designate so much land that inefficient development is likely to occur. The assumption of the plan is that for it to work, the supply of land designated for development must be large enough that the location of development can happen in a planned fashion. Furthermore, the zoning plan should not in itself be growth-inducing and if too much land were designated, the growth-inducing potential would constantly be imminent.

The short-range industrial zoning identifies approximately 1,550 acres that should be made available between 1980 and 1985. When approximately 60 to 80 per cent of the short-term supply is committed, the long-range supply should be prepared for development. The rate of development should be monitored for consistency with growth projections. According to the Blayney-Dyett Associates report: "If development lags, restrictions could be relaxed, while if monitoring indicates that the growth rate is in excess of that desired, further restrictions could be placed on the available industrial acreage". (p.60).

The long-range industrial zoning identifies an additional 850 acres intended to be made available within the next twenty years. The exceptions to this are resource-related and large scale amenity dependent industry, both of which would be located using criteria rather than mapped designations.

#### 1. Zoning Consistency with the General Plan

The zoning plan is designated to meet the State requirement that zoning be consistent with the general plan. In this case, commercial and industrial zoning will be brought into consistency with the general plan of all eight cities and of the County. This entire report serves the function of a specific plan, which is a plan that provides an intermediate level of detail between the general plan and a site plan. Section 65450 of the Government Code requires that the preparation of a specific plan be based on adopted general plans. This plan is based on nine adopted general plans.

Bringing industrial and commercial zoning into consistency with nine cities and county general plans achieves the purpose of integrating population and employment goals of the nine jurisdictions. Industrial and commercial development done in harmony with this plan will not be growth-inducing beyond the level of growth anticipated in adopted general plans. This should result in a positive climate toward recruiting employment into Sonoma County. As long as the plan is adhered to, employment can be attracted into the County without sacrificing environmental values.

## 2. Countywide Issues

Several issues of countywide significance are addressed indirectly by the proposed zoning plan. The plan intends to accomplish two discrete zoning purposes. One, the plan recommends re-zoning from industrial or commercial to some other category lands that are inappropriate for such use in any plan. Most of the land in this category is severely constrained environmentally, usually located within the one hundred year flood plain.

Two, the plan recommends re-zoning from industrial or commercial to some other zoning category lands that are inappropriate for such development for policy reasons. The major policy reasons are to guide the location of employment growth into urban areas and also to guide the distribution of employment growth throughout the County. The purposes of this plan are to support the goal of self-sufficiency among all communities and to minimize intra- and out-of-county commuting. To do this, the supply of land available for development in each planning area should correspond to the employment projections for the planning area.

There are two planning areas in the County in which there is a large oversupply of vacant industrial land, Sonoma Valley and Santa Rosa. In the Sonoma Valley, two general locations for industrial development offer legitimate options: north of Napa Road along 8th Street East and south of Napa Road east of 8th



Street East. No matter which option ultimately is selected, there is need to recommend for rezoning the other area from industrial to non-industrial zoning categories.

The Santa Rosa situation is more complex. The oversupply of land zoned for industrial is located among lands in the Santa Rosa Air Center environs, the Todd to Hearn Roads area, the Sonoma County Airport and the Windsor area.

#### E. The Zoning Plan by Planning Area

The recommendations for zoning are made only for vacant land or land not currently in the proposed use. Lands currently in a commercial or industrial use and zoned for that use are not designated in the zoning plan. Parcels of land recommended for re-zoning to some other category will not automatically be re-zoned upon adoption of the plan. Notification of property owners and public hearings will be required prior to re-zoning. Adoption of the plan, however, indicates the intent to rezone properties on the part of the affected jurisdiction.

The zoning plan maps consist of four separate designations: 1) commercial, 2) short-range industrial, 3) long-range industrial, 4) parcels recommended for re-zoning. Commercial is not separated into short and long range land because of the relative scarcity of commercial land. An attempt will be made textually where possible to distinguish between light and heavy commercial uses.

1. Planning Area #1: Coastal (Figure V-1, Map V-1 and Tables V-3, V-4)  
The Coastal planning area will have most of its employment growth in population and tourist serving commercial. Industrial growth is unlikely to occur as timber and sheep grazing operations are the primary sources of such employment.

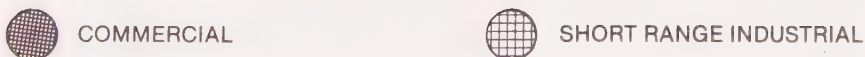
##### a. The Zoning Plan

The major employment center will be Bodega Bay. Tourist and population serving employment should be located inside the sanitation district primarily along Highway 1 but also along





# BODEGA BAY





Bay Flat Road and Eastside Road. Heavy commercial employment related to the fishing industry is anticipated at Spud Point Marina and Porto Bodega.

There are commercial centers in Occidental where about five commercial parcels are available (see West Sebastopol Specific Plan, draft October, 1979) and Sea Ranch where some commercial expansion is likely to be suggested in the Local Coastal Plan. Other communities where minimal commercial expansion is possible are Bodega, which should also be considered for Historic District designation, Bodega Harbour, Camp Meeker, Cazadero, Duncans Mills

Figure V-1 Coastal Planning Area

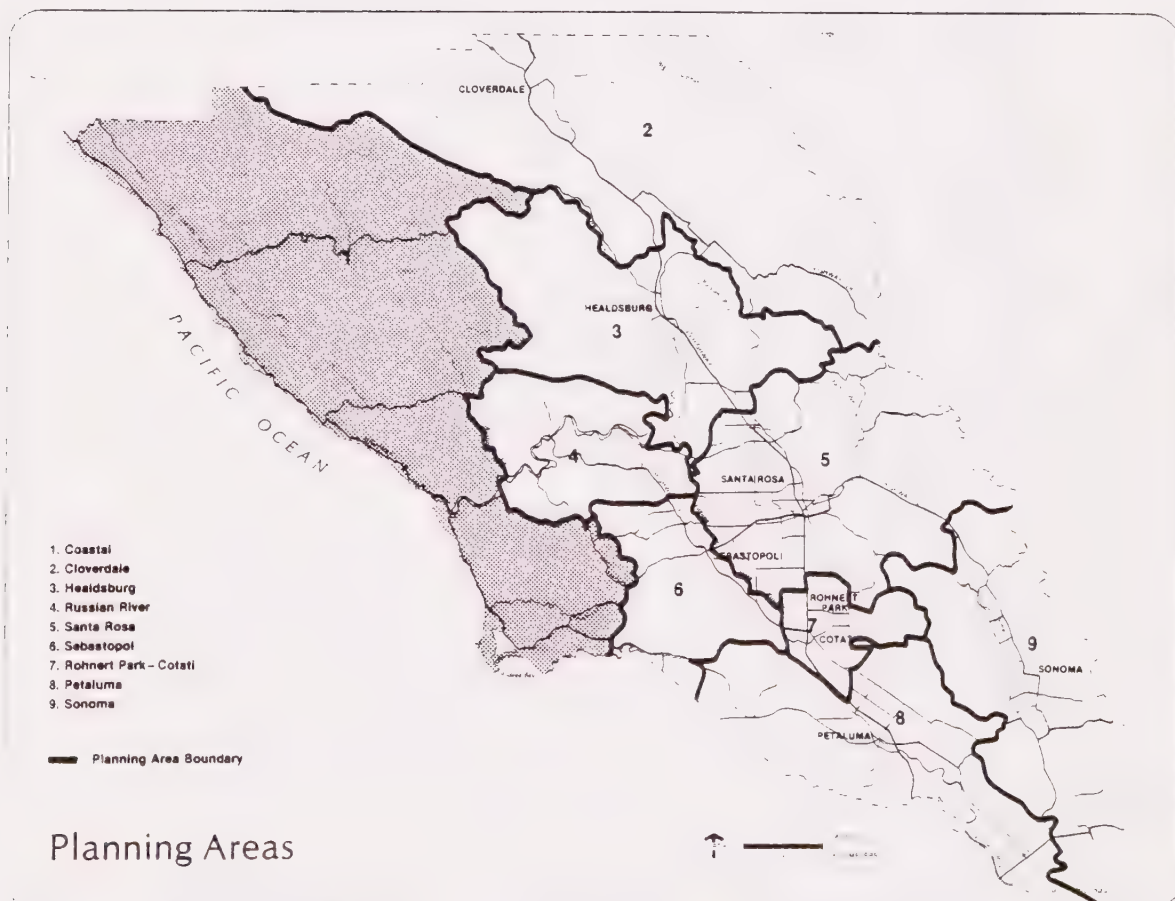


Table V-2. Employment Projections for the Coastal Planning Area

Category	1980-2000 (# of Jobs)						% Change 1980-2000
	1980	1985	%	1990	%	2000	%
Industrial	89	88 (-1%)		90 ( 2%)		91 ( 1%)	2%
Heavy Commercial	40	48 (20)		55 (15)		74 (35)	85%
Light Commercial	840	1,055 (26)		1,253 (19)		1,759 (40)	109%
Agric/Mining	104	97 (-7)		91 (-6)		81 (-11)	-22%
TOTAL	1,073	1,288 (20%)		1,487 (15%)		2,005 (35%)	86%

Table V-3. Industrial/Commercial Land Use Projection for the Coastal Planning Area

Category	1980-2000 (in Acres)						% Change
	1980	1985	%	1990	%	2000	1980-2000
Industrial	21	21		22 ( 5%)		23 ( 5%)	2 10%
Heavy Commercial	2	3 (50%)		4 (33)		5 (25)	3 150%
Light Commercial	37	46 (24)		55 (20)		76 (38)	39 105%
TOTAL	60	70 (17%)		81 (16%)		104 (28%)	44 73%



Freestone, Jenner and Valley Ford. Such areas as Anapolis, Bridgehaven, Fort Ross, Ocean Cove, Stewart's Point and Timber Cove are other nodes where minimal commercial expansion is suggested.

Employment opportunities should be limited to these communities and population centers except for natural resource-related employment and the use of private homes as inns.

b. Recommendations for Rezoning

There are no recommendations for rezoning in this planning area.

c. Alternatives

The proposed plan reflects current progress on the Local Coastal Plan and the West Sebastopol Specific Plan. Vacant commercial parcels designated in this plan in Bodega Bay could be changed as a result of the Local Coastal Plan. Any alternative would consider the same communities and population centers as plausible employment centers. The scale of employment centers must be small in all these areas; so, there are inconsequential alternatives in all areas with the exception of Bodega Bay, and possibly Sea Ranch. There is demand for approximately 40 acres of land for commercial uses in the Coastal planning area. Because of environmental and physical constraints, specifically scarcity of groundwater and excess traffic on Highway 1, enough land is available for employment growth to meet demand. More land could be considered for commercial uses in Bodega Bay. The local Coastal Plan will evaluate alternative land use plans more thoroughly, however, there are traffic, scenic corridor, community scale and environmental constraints to designating much more commercial development than is proposed in the suggested plan.

There may also be need for expanded tourist-oriented and local population serving facilities in Sea Ranch. Gualala in Mendocino County can probably absorb some of the demand but Sea Ranch, where over 2,000 homes may be built, will require more extensive commercial development.

d. Impacts

Commercial development of Spud Point, Porto Bodega and facilities along Highway 1 will increase traffic congestion substantially. There will be scenic corridor impacts of commercial development south of the Tides. There could be design and community scale impacts of commercial development in all of the designated communities and population centers. In many communities the scarcity of water poses a constraint to development. Communities with severe water availability constraints are Freestone, Bodega, Valley Ford, Jenner, Timber Cove and Bridgehaven. Duncans Mills does not have water availability constraints, but expansion of employment should be minimal and maintained in the scale and character of existing development.

Another impact of employment growth is upon housing availability. Tourist and population serving employment and employment growth related to the commercial fishing industry are generally low to middle level wage scale jobs. The amenity of the coast, however, generally results in high priced housing.

e. Mitigations

- 1) The Bodega Bay bypass will alleviate traffic impacts of commercial development in Bodega Bay. Construction of the bypass is at least 10 years in the future. Commercial development should be delayed on Highway 1 until a definite date for construction of the bypass is established. Expansion of existing facilities along Highway 1 should be permitted.
- 2) A design theme should be established for Bodega Bay Standards for both design and scale of development should be formulated and implemented as a part of the Local Coastal Plan.
- 3) Water availability must be established prior to approval of commercial development in the Coastal planning area.
- 4) Low to moderate income housing opportunity areas should be designated in Bodega Bay and possibly in Sea Ranch.

2. Planning Area #2: Cloverdale (Figure V-2, Map V-2, Tables V-4, V-5)  
Cloverdale is primarily a resource-based industrial planning area. Basic jobs are found in the wine and timber industries and in geothermal development. Its location along Highway 101 corridor makes the planning area easily accessible from Healdsburg and Santa Rosa to the south and to tourists going west to the coast or north to redwood country.

Cloverdale is not likely to change dramatically in the next twenty years. It is located too far north of Santa Rosa to attract spin-off employment; moreover, the Cloverdale planning area has a small labor force and housing supply. The construction of Warm Springs Dam will provide the opportunity for tourist-commercial enterprises oriented to visitors to Lake Sonoma. The community of Geyserville also has potential to develop limited tourist-related commercial facilities on two parcels, one using the existing old Geyserville Elementary School and, the other using the old Bahai Center site.

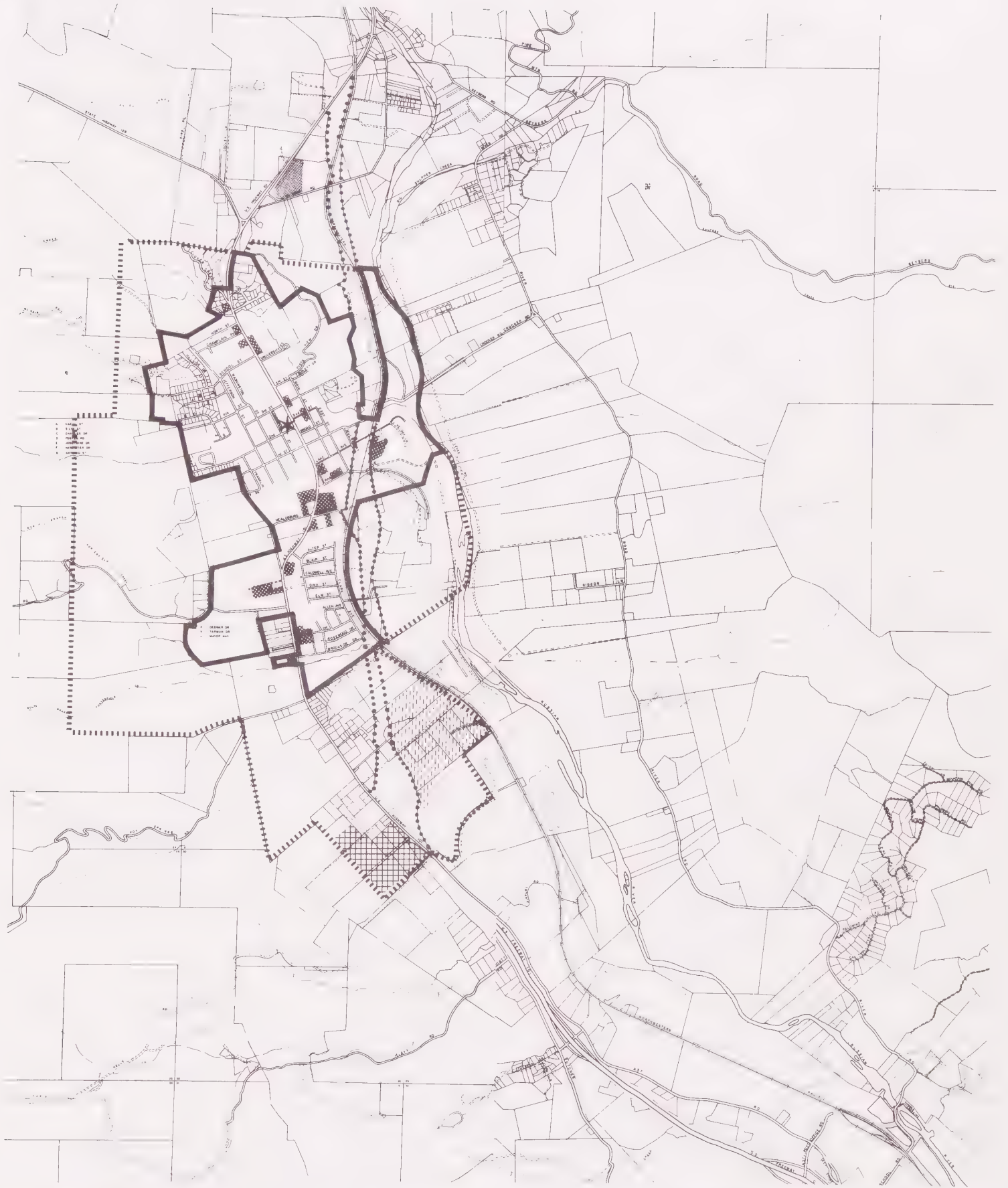
a. Zoning Plan

The City of Cloverdale has sufficient land within its existing city limits to provide for commercial needs within the next twenty years. There are several vacant parcels in the southern portion of the city, and conversion potential from residential to commercial in the central and northern portions. In addition, some of the commercial structures in the downtown area are not occupied and could be obtained for commercial use. Commercial development should be restricted to the city of Cloverdale and not encouraged to proliferate outside the city.

The unincorporated community of Geyserville also has sufficient land within the sanitation district to meet demand for commercial use in the next twenty years. Geyserville has facilities for reasonably large scale specialized commercial use at the old elementary school and Bahai Center sites. Geyserville is ideally located on the Highway 101 corridor in the heart of wine country and close to Lake Sonoma for specialized commercial uses.







# CLOVERDALE

— EXISTING CITY LIMITS

..... URBAN EXPANSION BOUNDARY

★ COMMERCIAL CENTER

● COMMERCIAL

■ SHORT RANGE INDUSTRIAL

FEET 0 3000 6000  
METERS 0 900 1800

■ LONG RANGE INDUSTRIAL

● RECOMMENDATION FOR REZONING



Figure V-2 Cloverdale Planning Area

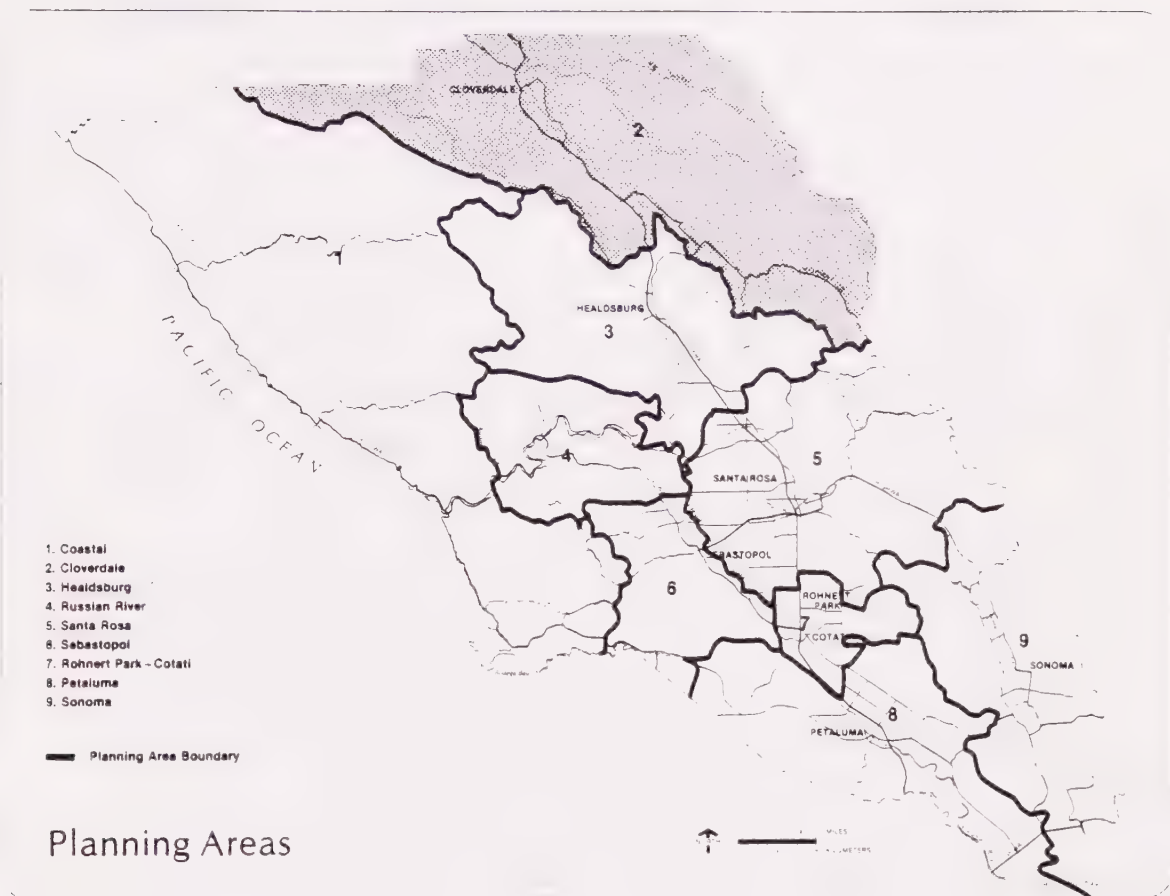


Table V-4. Employment Projections for the Cloverdale Planning Area  
1980-2000 (# of Jobs)

Category	1980	1985	%	1990	%	2000	%	% Change 1980-2000
Industrial	885	890	(0.6%)	892	(0.2%)	936	(5%)	6%
Heavy Commercial	201	293	(46)	378	(29)	429	(13)	113%
Light Commercial	1,345	1,537	(14)	1,715	(12)	2,101	(22)	56%
Agric/Mining	924	864	(-6)	809	(-6)	712	(-12)	- 23%
<b>TOTAL</b>	<b>3,355</b>	<b>3,584</b>	<b>(7%)</b>	<b>3,794</b>	<b>(6%)</b>	<b>4,178</b>	<b>(10%)</b>	<b>25%</b>

Table V-5. Industrial/Commercial Land Use Projection for Cloverdale Planning Area

1980-2000 (in Acres)									
Category	1980	1985	%	1990	%	2000	%	Acres 1980-2000	% Change 1980-2000
Industrial	215	220	(2%)	223	(1%)	235	(5%)	20	9%
Heavy Commercial	19	28	(47)	38	(36)	43	(13)	24	126%
Light Commercial	54	62	(15)	69	(11)	88	(28)	34	63%
TOTAL	288	310	(8%)	330	(6%)	366	(11%)	78	27%

New industrial uses should be restricted to Cloverdale's urban expansion area. The only exception to this recommendation is resource-related industries related to wine, timber and geothermal which can be located in rural areas. Agricultural service commercial might also be located at a small scale in the Jintown area and perhaps in Knight's valley.

Two industrial areas are designated in the zoning plan, both south of the city limits of Cloverdale in the vicinity of Kelley Road. The site west of Highway 101 contains ten parcels totalling about 57 acres. This site, with approval of the City of Cloverdale, could be developed prior to annexation if agreement to annex is assured prior to project approval. Design review standards should stress setbacks from scenic corridors, screening, and attractive facades along Highway 101. The site is suitable both for heavy commercial and industrial uses.

The 70 acre site east of Highway 101 is made up of approximately ten parcels located at the edge of the Highway 101 bypass right-of-way. This is an ideal location for an industrial park. An industrial park master plan should be prepared for this site. It should not be further subdivided until it is annexed to the city and industrial development occurs according to the master plan. Development of this site is unlikely to occur within the next five years.

b. Recommendation for Re-Zoning

Three parcels are recommended for re-zoning from industrial to some other zoning category. The nine acre parcel north of Cloverdale between McCray Road and Hwy. 101 is located outside Cloverdale's urban expansion boundary and on a scenic corridor. Industrial development should not be fostered at this location. The other two parcels, 20 and 48 acres in size, are located outside Cloverdale's urban expansion boundary. If retained as industrially zoned parcels, they could impede Cloverdale's successful development of an industrial park. These parcels could be used for resource-related industry, however.



c. Alternatives

There are few available alternatives to the proposed plan in the Cloverdale planning area. More than sufficient land is designated both for industrial and commercial development. Less land than proposed could be designated for industrial development; this would not be consistent, however, with the policy to encourage as much industrial development in Cloverdale as possible. The historical pattern of industrial development in Cloverdale is that it has occurred outside the city. This plan promotes industrial development inside the city where full urban services can be provided.

d. Impacts

The major impact of this plan is scenic because of the location of industrial along Highway 101. This plan could be growth-inducing because of the large amount of land designated industrial. The large-scale commercial parcels in Geyserville, if developed, could effect community scale changes and create a job/housing imbalance.

e. Mitigations

- 1) Setbacks of 100' to 200' should be required for industrial development along Highway 101.
- 2) Design standards should be prepared for the industrial area west of Highway 101 jointly by the City of Cloverdale and Sonoma County.
- 3) Industrial development should be phased as follows: 1) the area west of Highway 101 should be allowed to develop first consistent with design standards established for this area; 2) Cloverdale should formulate a strategy for annexing this area to the city; 3) after the west area is 60 to 80 per cent developed, a master plan should be prepared for the industrial park site; 4) Cloverdale should annex the entire site prior to allowing industrial development to occur.
- 4) The issues of community scale changes and job/housing imbalance in Geyserville are real and should require Environmental Impact Report evaluation. The size of commercial use should be established such that approximately twenty-five or fewer employees would be employed at either site. There is not sufficient available housing to accommodate significant increases of employment in Geyserville.

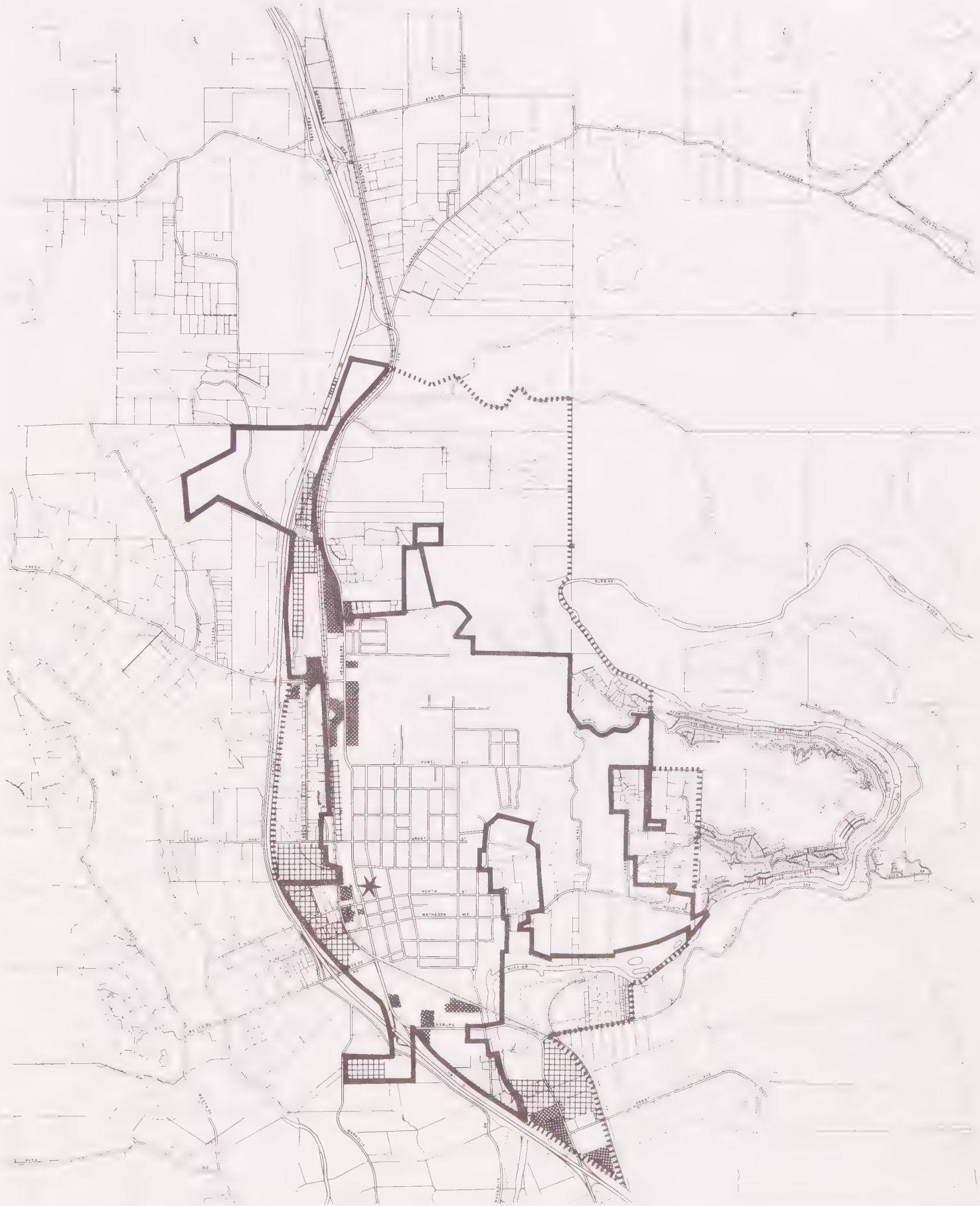
### 3. Planning Area #3: Healdsburg (Figure V-3, Map V-3A, V-3B, Tables V-6,V-7)

The zoning plan in the Healdsburg planning area supports the community centered concept and the goal to foster employment growth in both the City of Healdsburg and the unincorporated community of Windsor. In Healdsburg balanced commercial and industrial growth is emphasized. Maintaining the vitality of downtown commercial in Healdsburg is the pre-eminent commercial goal. The plan reflects this goal by designating relatively small areas of land outside downtown for commercial uses suitable for small neighborhood or highway commercial. More than sufficient land for twenty years is designated industrial within the city limits and urban expansion area. Industrial growth in the form of both resource-related and footloose technology industries can be anticipated.

In Windsor the emphasis is upon retail commercial growth with land also designated for industrial or heavy commercial uses. The plan emphasizes commercial growth in downtown Windsor both east and west of Highway 101, particularly along Windsor River Road. Windsor needs a definite sense of identity and the plan would support this goal by promoting commercial development in and near Windsor's downtown core. Much of the industrial employment, where residents of Windsor can work and still not have long commute runs, will be located either in Healdsburg or at the County Airport area near Airport Boulevard. Industrial or commercial development should not be extended outside the existing sewer service area.

#### a. Zoning Plan

The zoning plan for the City of Healdsburg's general plan area corresponds closely to the land use designations of the recently adopted Healdsburg general plan. The commercial areas show vacant land designated for commercial development. The majority of sites are located on or near Healdsburg Avenue both north and south of the downtown area. Most of the commercial land should be used for population-serving development in retail trade services and offices. At the southern end of the urban expansion area near the junction of Highway 101 and Old Redwood Highway, highway oriented commercial is appropriate. Development in this visually sensitive location should be subject to strict design review control to minimize visual degradation as seen from Highway 101 or Old Redwood



# HEALDSBURG

- EXISTING CITY LIMITS
- ..... URBAN EXPANSION BOUNDARY

- COMMERCIAL
- ★ DOWNTOWN COMMERCIAL AREA

- ▨ SHORT RANGE INDUSTRIAL
- RECOMMENDATION FOR REZONING







# WINDSOR

SEWER DISTRICT BOUNDARY



## SHORT RANGE INDUSTRIAL



COMMERCIAL



RECOMMENDATION FOR REZONING





Figure V-3 Healdsburg Planning Area

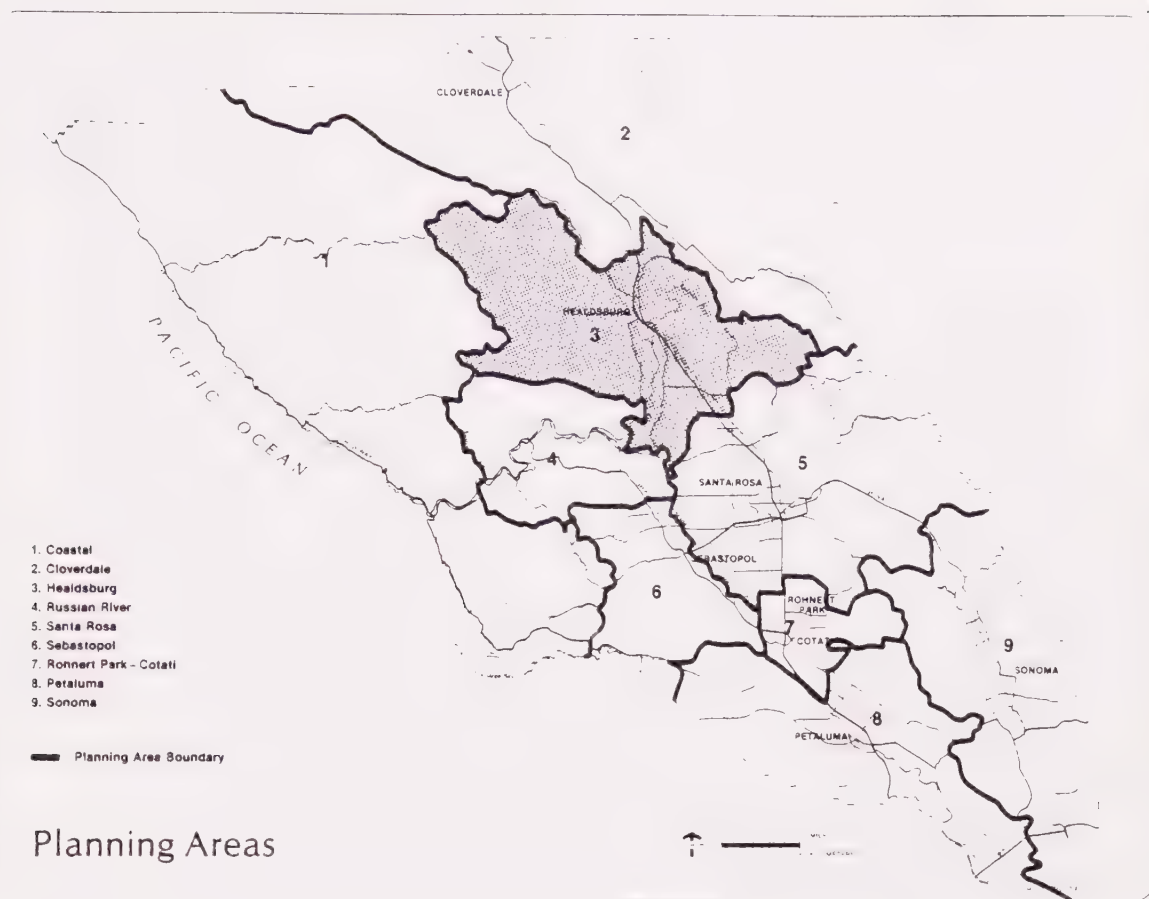


Table V-6. Employment Projections for the Healdsburg Planning Area.

1980-2000 (# of Jobs)							
Category	1980	1985	%	1990	%	2000	% Change 1980-2000
Industrial	1,544	1,650	(7%)	1,747	(6%)	1,940	(11%) 26%
Heavy Commercial	483	555	(15)	621	(12)	721	(16) 49%
Light Commercial	3,212	3,930	(22)	4,592	(17)	5,662	(23) 76%
Agric/Mining	1,058	997	(-6%)	941	(-6%)	846	(-10) -20%
TOTAL	6,297	7,132	(13%)	7,901	(11%)	9,169	(16%) 46%

Table V-7. Industrial/Commercial Land Use Projections for Healdsburg Planning Area

1980-2000 (in Acres)									
Category	Use, 1980	1985	%	1990	%	2000	%	Acres 1980-2000	% Change 1980-2000
Industrial	305	313	3%	320	2%	340	6%	35	11%
Heavy Commercial	39	45	15	49	9	57	16	18	46%
Light Commercial	121	144	19	165	15	195	18	74	61%
TOTAL	465	502	8%	534	6%	592	11%	127	27%

Highway. There is also room for commercial infill, intensification and rehabilitation of the downtown area. Downtown commercial development should accent the commercial use's relationship to the downtown plaza which is the City's focal point.

Approximately 100 acres are designated for industrial development. Development should be both heavy commercial and industrial as the commercial designations should not be encouraged for heavy commercial uses. There are no long and short range industrial designations because site constraints should be suitable to allow for phasing of development through the planning period. The Foss Creek Area, for instance, located between Grant Street and Westside Road has flood problems that must be solved before intensive development can take place. The industrial area east of the Russian River on Old Redwood Highway has not yet been annexed to the City and so cannot be intensively developed until annexation and provision of public services to the site by the City. The plan would encourage the City to formulate master plans for the development of both sites so that the City can exert leverage to attract the kind of industrial uses to these sites that the City prefers.

The recommendations for Windsor are tentative because a re-study of the Windsor Environs Plan is scheduled to be conducted by the County Planning Department in 1981. The zoning recommendations reflect the basic themes of promoting concentrated commercial development in "downtown" Windsor both east and west of Highway 101 and of limiting industrial development to the downtown area. Industrially designated areas should be utilized for both heavy commercial and industrial uses. The emphasis of the zoning plan for Windsor is to foster a recognizable community identity by focussing commercial and industrial development in the downtown area rather than allowing such development to locate in scattered sites throughout the sewer service area.

b. Recommendations for Re-zoning

Approximately 80 acres are recommended for re-zoning in Healdsburg's general plan area. The 40 acre site east of Highway 101 along Lytton Station Road is located about one mile north of Healdsburg's urban



expansion boundary. It is neither needed nor appropriate for industrial development. The site on Norton Road west of Highway 101 is environmentally hazardous and outside Healdsburg's urban expansion boundary and therefore unsuitable for its present heavy commercial zoning. The rationale is similar for the site on Westside Road west of Highway 101. The site south of Healdsburg Avenue inside the City's urban expansion boundary is not considered appropriate for industrial development by the City, although at least portions of this site might be considered for industrial development at some time in the future.

Over 100 acres are recommended for conversion from industrial or commercial potential to some other type of land use in the Windsor Area. The five sites are labelled for ease of identification. Site W-1 is near existing residential uses and the plan implies that residential use of this site is more appropriate than industrial. It is located in close proximity to the downtown commercial area. Site W-2 has some existing commercial uses and these parcels should not be re-zoned. Vacant or residential parcels are recommended for residential uses and zoning.

The northern portion of Site W-3 is a mobile home park so the revised zoning should reflect the use. The southern portion is located in a community separator. It also has poor access to Highway 101 even though the site is adjacent to the Highway. Largely for these reasons of visual sensitivity and poor accessibility, the site should not be considered appropriate for industrial use.

Site W-4 is located too far from the downtown area to be considered appropriate for commercial development. Perhaps one to two acres of this 13 acre site could be utilized for residential development. Site W-5 is outside the sewer service area in the heart of the community separator. Industrial or commercial development is not appropriate in this location.

South of Wilson Lane on Conde Lane the Humane Society is planning to develop a facility. Intensive development of this type should be limited to this parcel in the area bounded by the N.W. Pacific Railroad, Highway 101, Wilson Lane and Shiloh Road.

c. Alternatives to the Proposed Zoning Plan

In the Healdsburg general plan area there are few realistic alternatives to the proposed zoning plan. The sites designated for development have carefully been worked out by County and City staffs and in public work sessions with the Healdsburg City Council. Healdsburg's general plan shows commercial designations in two areas that are not reflected in this proposed plan. The first is located west of Highway 101 adjacent to Dry Creek Road, the second south of Highway 101 along Old Redwood Highway. The County Board of Supervisors has taken a stand against urban development across the freeway in both of these areas. For this reason, commercial development is not proposed in either location in the zoning plan.

In Windsor the obvious alternatives are to maintain commercial or industrial land use plan designations in one or a combination of the sites recommended for re-zoning. A variety of negative impacts are associated with commercial or industrial zoning of these sites although in all locations with the exception of site W-5 these impacts could be at least partially mitigated. The primary impact of development of these sites would be to scatter commercial and industrial development throughout the Windsor sewer service area. The plan as proposed is intended to represent the best way to achieve centralized commercial and industrial growth in Windsor. For this reason the plan as proposed is recommended over other plausible alternatives.

d. Impacts

- 1) The Foss Creek area in Healdsburg is located in the 100 year flood plain. Industrial development of this site is not feasible until flood control measures are undertaken.
- 2) Development of the Old Redwood Highway sites east of the Russian River could have growth inducing impacts associated with the extension of City public services across the River. The growth inducing impacts are not related to the number of jobs that might be created, but rather by the precedent of crossing the River to provide services. Such a precedent could be a prelude to further extensions of services and annexation to

the City east along Baihache and Grant Avenues and south of Highway 101 along Old Redwood Highway.

- 3) Commercial and industrial development of the Old Redwood Highway sites will be on Class I prime soils. Such development will eliminate agricultural potential of these lands.
- 4) Industrial and heavy commercial development of the Windsor River Road could have adverse traffic impacts of truck traffic along that road.
- 5) Central Windsor River Road may be difficult to develop commercially because of small parcels and the existing mixture of commercial and residential development.

e. Mitigations

- 1) Allocation of flood control money to the Foss Creek area should be a high County priority.
- 2) The City of Healdsburg and County of Sonoma should make a joint agreement that the City will not extend its urban boundary beyond the urban expansion boundary shown on the Healdsburg map in this report. The Northwestern Pacific Railroad and Highway 101 should be agreed upon as logical boundaries of urban expansion.
- 3) Losing agricultural land is in this instance a trade off for gaining commercial and industrial potential in an area where growth inducing impacts can be minimized. Urban expansion in this area is consistent with the policy not to encourage urban expansion across Highway 101.
- 4) Truck traffic impacts may not be fully mitigated. Trucks could be encouraged or required to utilize Windsor Road south to Shiloh and then to the freeway. Such diversion is the best way to mitigate traffic impacts on the downtown area.
- 5) It is assumed that conversion to commercial will occur slowly over time. Downtown Windsor renovation is an ideal location for a community development project intended to upgrade Central Windsor.

4. Planning Area #4: Russian River (Figure V-4, Map V-4A, V-4B, Tables V-8, V-9)  
Physical and socio-economic characteristics of the Russian River planning area require a unique approach to commercial and industrial development. There is little available land for new development because of environmental constraints. The planning area, however, has a high rate of unemployment, so, jobs should be generated in the planning area wherever possible.

The types of employment that are likely to be generated in the planning area are local and tourist serving commercial, a small amount of industrial in Forestville and in the Guerneville area if a site can be located, and home occupations. The promotion of home occupations is the unique approach that is necessary in the River area if local jobs are to be generated.

This planning area like the coast has no incorporated cities. The focal points of community life are the unincorporated communities of Forestville, Guerneville and Monte Rio. Most industrial and commercial development should be located in these communities. There will be recreation-related employment generated in other locations along the River in such areas as Forest Hills, Mirabel, Rio Nido, Guernewood Park and Vacation Beach.

The obvious types of home occupations that should be encouraged by public policy are those that can benefit from the River's tourist trade. Local artisans should be encouraged to produce and sell locally. Local artisans should also be encouraged to organize and work with the County's Economic Development Board to seek both local and out-of-County markets. The River planning area should be supported as a rural cultural center of Sonoma County.

a. Zoning Plan

There is little vacant land suited either for industrial or commercial development in this planning area. Four small commercial sites are designated in Forestville. A 13 acre parcel, about 10 acres of which is developable, is designated commercial in the Guernewood Park area.





# GUERNEVILLE AREA

..... SEWER DISTRICT BOUNDARY



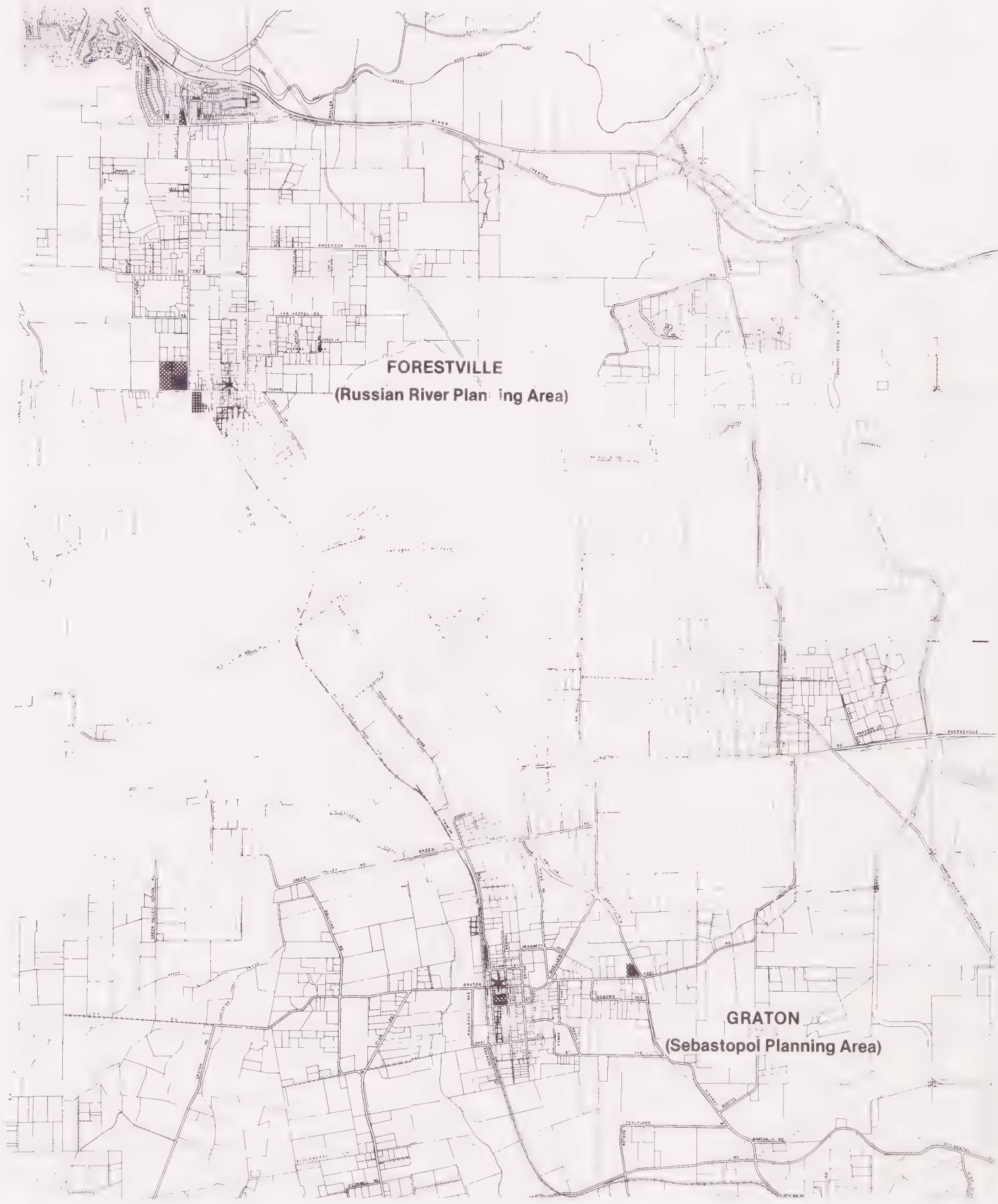
COMMERCIAL



★ COMMERCIAL CENTER







# FORESTVILLE-GRATON

-  COMMERCIAL
-  SHORT RANGE INDUSTRIAL
-  COMMERCIAL CENTER





Figure V-4 Russian River Planning Area

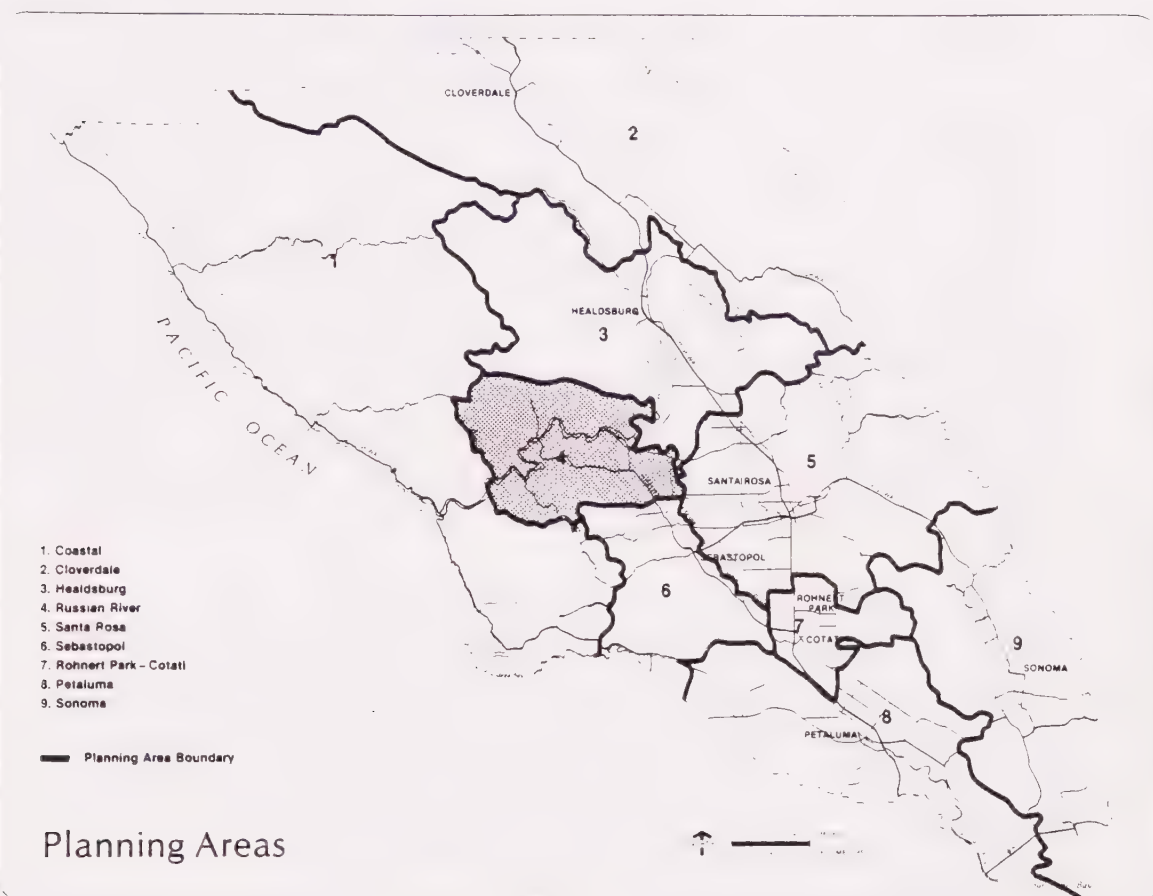


Table V-8. Employment Projections for the Russian River Planning Area.

Category	1980-2000 (# of Jobs)						% Change 1980-2000	
	1980	1985	%	1990	%	2000		%
Industrial	394	452	(15%)	506	(12%)	587	(16%)	49%
Heavy Commercial	107	118	(10)	128	(8)	163	(27)	52%
Light Commercial	1,466	1,658	(13)	1,836	(11)	2,499	(36)	70%
Agric/Mining	397	370	(-7)	345	(-7)	304	(-12)	23%
TOTAL	2,364	2,598	(10%)	2,815	(8%)	3,553	(26%)	50%

Table V-9. Industrial/Commercial Land Use Projections for the Russian River Planning Area

Category	Acres In Use, 1980	1980-2000 (in Acres)								% Change 1980-2000
		1985	%	1990	%	2000	%	Acres 1980-2000		
Industrial	51	54	6%	57	6%	62	9%	11	22%	
Heavy Commercial	6	6	0	7	17	9	29	3	50%	
Light Commercial	60	68	13	75	10	100	33	40	67%	
TOTAL	117	128	9%	139	9%	171	23%	54	46%	

Other than these sites, commercial development will consist of intensification and infill in existing urban centers. There is also potential for rehabilitation of old and creation of new resorts in the planning area. Resorts generally should be located in the Unincorporated Communities and River Resort general plan land use categories. Only one industrial site is designated. The site comprises about 10 acres in the community of Forestville south of downtown.

b. Recommendations for Rezoning

There are no recommendations for re-zoning in the Russian River area.

c. Alternatives to the Proposed Plan

There are few alternatives to the zoning plan as proposed. It is consistent with this plan if vacant sites are found in the Unincorporated Communities or River Resort land use categories amenable to commercial or industrial development. New sites should attract employment that is available to local residents.

d. Impacts

- 1) A major impact is traffic due to out-commuting from the planning area to jobs outside the planning area.
- 2) The commercial site in Guernewood Park is visually sensitive due to its proximity to Highway 116. Portions of the site are within the 100 year flood plain.
- 3) There could be negative traffic impacts on the Mirabel Road/Highway 116 intersection of development of the commercial parcels in central Forestville.

e. Mitigations

- 1) Infill, intensification and conversion could generate many jobs in the planning area. Home occupation could result in many jobs as well. Transit opportunities are currently being provided to transit dependent users in the River area; service should be extended in the future to commuters. Car pooling should be encouraged and facilitated in this planning area.
- 2) Most of the redwood trees on the Guernewood Park site should be preserved. Construction should not be permitted in the flood plain.
- 3) Intersection improvements will be required at the Mirabel Road/ Highway 116 intersection

5. Planning Area #5: Santa Rosa (Map V-5A, V-5B, Figure V-5, and Tables V-10, V-11) Santa Rosa is a subregional employment center. It attracts the most diverse and specialized types of employment in the C County and must continue to do so if local employment opportunities are to be attracted into the other planning areas. It is important to the rest of the County that the Santa Rosa planning area maintain a healthy employment base. On the other hand, it is also important to the other planning areas that Santa Rosa have moderate economic development aspirations, as closely aligned to its projection of population growth as possible, to avoid undue dependence of other planning area economics upon Santa Rosa.

The proposed zoning plan assumes that Santa Rosa is able to expand into its year 2000 urban boundary as expressed in its general plan and generally supports its general plan's industrial and commercial designations. It also assumes that the downtown regional shopping center is built as proposed by the city.

The timing of annexation in the southwest area, Roseland, Bellevue and South Wright is uncertain. In the past there has been neighborhood resistance to annexation. Provision of adequate roads, sewer, water, flood control and other necessary public services cannot reasonably be expected until annexation to the City occurs, however. The South Santa Rosa specific plan study, scheduled to be conducted in 1980, will examine this and other issues.

At full build-out the downtown regional shopping center will further enhance Santa Rosa's position as the County's major shopping area. Traffic congestion, however, will plague not only the Coddington area but downtown Santa Rosa as well. In spite of this negative impact, the overall effect of this shopping center will be to reinforce the countywide community centered pattern of development and to encourage the city to focus upon infill rather than leapfrog expansion as was practiced by the City during the 1960's and 1970's.







## SOUTH SANTA ROSA

FEET 0 3000 6000  
METERS 0 900 1800



- EXISTING CITY LIMITS
- URBAN EXPANSION BOUNDARY
- COMMERCIAL
- SHORT RANGE INDUSTRIAL
- LONG RANGE INDUSTRIAL
- RECOMMENDATION FOR REZONING





# NORTH SANTA ROSA- COUNTY AIRPORT



- EXISTING CITY LIMITS
- URBAN EXPANSION BOUNDARY
- COMMERCIAL
- LONG RANGE INDUSTRIAL
- SHORT RANGE INDUSTRIAL
- RECOMMENDATION FOR REZONING

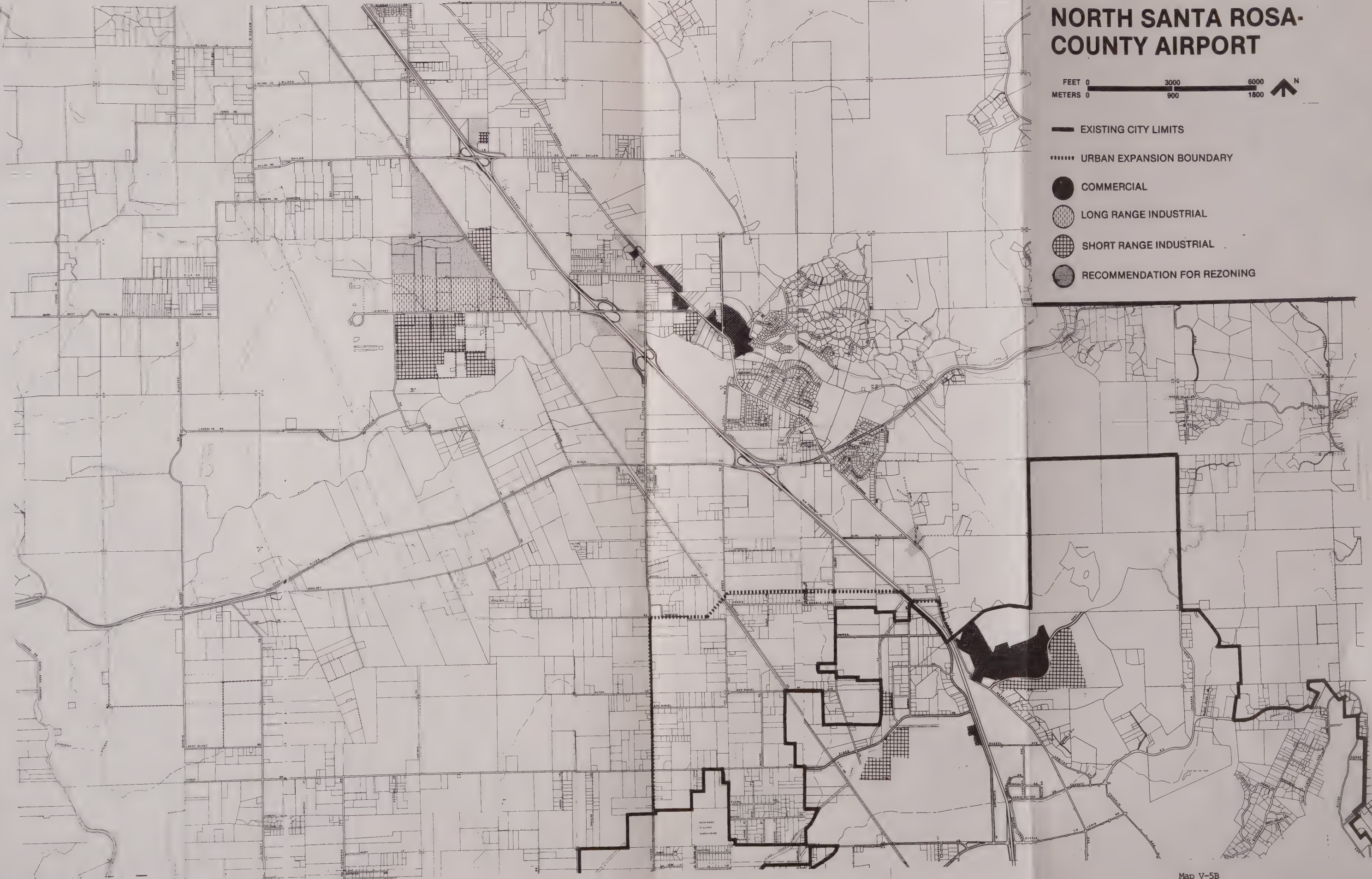






Figure V-5 Santa Rosa Planning Area

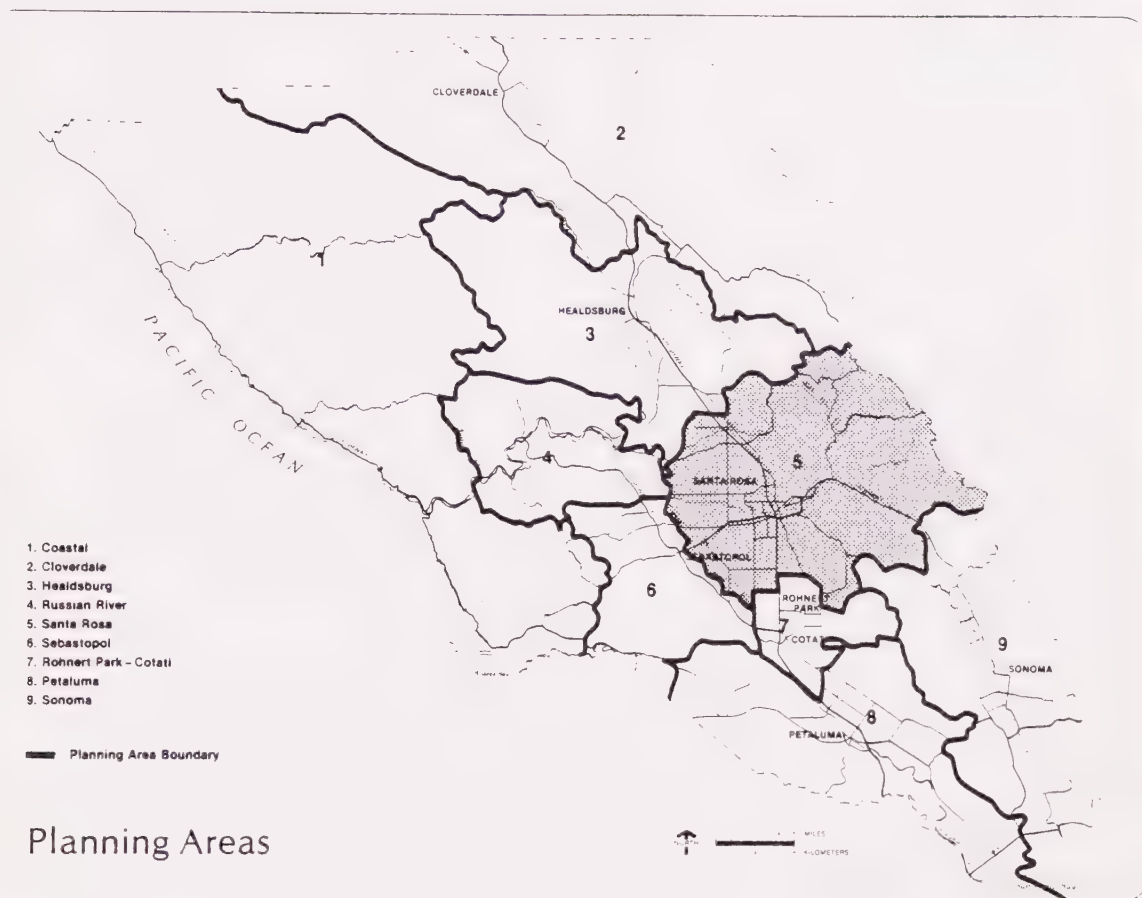


Table V-10. Employment Projections for the Santa Rosa Planning Area  
1980-2000 (# of Jobs)

Category	1980	1985	%	1990	%	2000	% Acres	% Change 1980-2000
Industrial	5,663	7,234	(28%)	8,694	(20)	10,744	(24%)	90%
Heavy Commercial	7,041	7,843	(11)	8,583	(9)	9,937	(16)	41%
Light Commercial	35,538	39,449	(11)	43,059	(9)	49,427	(15)	39%
Agric/Mining	986	924	(-6)	866	(-10)	781	(-10)	-21%
TOTAL	49,228	55,450	(13%)	61,192	(10%)	70,889	(16%)	44%

Table V-11. Industrial/Commercial Land Use Projections for the Santa Rosa Planning Area.  
1980-2000 (in Acres)

Category	1980	1985	%	1990	%	2000	%	Acres 1980-2000	% Change 1980-2000
Industrial	566	662	(17%)	751	(13%)	877	(17%)	311	55%
Heavy Commercial	540	609	(13)	675	(11)	778	(15)	238	44%
Light Commercial	1,322	1,470	(11)	1,606	(9)	1,842	(15)	520	39%
TOTAL	2,428	2,741	(13%)	3,032	(11%)	3,497	(15%)	1,069	44%

a. The Zoning Plan

Commercial

The majority of commercial development will occur in the City of Santa Rosa and its urban expansion area. During the 1980's, retail shopping will again focus upon downtown as was the case prior to urban renewal. The major centers in Santa Rosa and the County will be the downtown and the Coddington centers. These two regional-scale shopping centers will be sufficient to accommodate regional shopping center demand at least until 1990 and probably to year 2000. Traffic congestion will continue to be a problem in these two areas. Phased improvement of public transportation serving these two areas will alleviate traffic congestion to some extent.

Elsewhere within the City's population growth areas, neighborhood shopping centers should be built in accordance with demand. Two major thoroughfares, Sebastopol Road and Santa Rosa Avenue, should continue to develop strip commercial and industrial facilities. Precise zoning and phasing mechanisms will be formulated along these roads during preparation of the South Santa Rosa specific plan scheduled to be done in 1980. Recommendations for commercial (or industrial) zoning and rezoning to non-commercial (or industrial) categories are made in this plan along these roads where existing land use indicates such recommendations can be made without the benefit of the specific plan. All of the recommendations for rezoning west of Santa Rosa Avenue are suggested to recognize existing mobile home parks. The area recommended for rezoning north of Colgan Avenue is currently zoned commercial, but is in residential use and designated residential in Santa Rosa's general plan. South of Colgan Road is existing heavy commercial use and the vacant parcels designated industrial should be allowed for heavy commercial infill. An amendment of Santa Rosa's general plan will be necessary to allow infill development of this site. The strip recommended for rezoning east of Santa Rosa Avenue between Ricardo Avenue and Bellevue Avenue is designated residential in Santa Rosa's general plan and should be rezoned to high density residential by the County.

Close coordination between the County and City of Santa Rosa will be required in order to guide development in the south Santa Rosa area. Design review standards for commercial uses should be jointly formulated. Timing of commercial development should also be coordinated.

North of the City of Santa Rosa is the unincorporated community of Larkfield/Wikiup. The zoning plan for Larkfield/Wikiup is based on the recommendations for zoning contained in the proposed Larkfield/Wikiup specific plan with sewer. The thrust of the plan is to concentrate commercial development in the central core of the unincorporated community. Sufficient vacant land is designated in the proposed plan to accommodate employment needs generated by the year 2000 population projection for the community. The recommendations for rezoning are made to avoid strip commercial development in the community.

#### Industrial

Santa Rosa has several major industrial sites with more than enough land to accommodate the demand for approximately 500 acres of industrial and heavy commercial land between 1980 and 2000. Proper site development and phasing are required at these sites in order to meet Santa Rosa's industrial employment needs for the next twenty years.

Land currently in the City and being developed for industrial uses is sufficient to meet demand for the next five years. Infill of the Piner industrial area, continued development of the Santa Rosa Business Park and the Stony Point Industrial Park offer more than the 130 acres of industrial and heavy commercial land that will likely be developed by 1985. In addition, development of the Industry West Industrial Park and infill along Sebastopol Road and Santa Rosa Avenue provide even more land for short range development.

Expansion of existing firms should be supported at existing sites if sufficient land is available.

Four additional major sites are designated for long range development in the proposed zoning plan: The Hearn/West Robles area, Fountain Grove, The Santa Rosa Air Center and the Airport Boulevard environs. These four sites provide approximately 750 acres of land that can be prepared for industrial and heavy commercial development.

The Hearn/West Robles area has fairly large acreage sites adjacent to the railroad. The advantage of rail access should be exploited, but two major constraints must be resolved before development occurs: access and sewer. Access to this 160 acre area is limited. A transportation study currently being conducted by the consultant firm JHK and Associates will suggest solutions and timing of improvements for road access. The second constraint is lack of sewer service. The timing of the provision of sewers should be coordinated with the City of Santa Rosa. Sewer should be made available between 1985 and 1990.

South of Todd Road in this same general area vacant land east of the railroad is designated for infill development. Firms that do not need sewer can appropriately locate in this area. Industrial development west of the railroad south of Todd Road should not be encouraged.

Fountain Grove is a site suitable for a large firm desiring a high amenity hillside location. It is the only site of this type available in the County, so selection of a firm or firms should be done carefully recognizing the ± 130 acre site is suitable only for an employer who desires a large scale high-amenity location. An EIR is currently being prepared for the Fountain Grove Ranch and the precise location and number of acres designated for industrial use will be included in the EIR evaluation. Fountain Grove is designated short-range industrial because sewer and water is available and one or more employers could locate there any time between 1980 and 2000.



Approximately 280 acres are designated for long range industrial development in the vicinity of the Santa Rosa Air Center. This is the major industrial park site recommended for development in the Santa Rosa planning area between 1985 and 2000. The area designated for industrial development assumes that the Air Center will be retained as a general aviation facility. Should the Air Center not be retained as an airport, then the area northeast of the Air Center south of Sebastopol Road should be reserved for residential rather than industrial development.

There are several constraints to development of this industrial park. All of them, however, can be mitigated (see Draft Environmental Impact Report, "Southwest Annexation 3-78 Santa Rosa, California," Larry Seeman Associates, Inc., June, 1979). Sewer and water can readily be made available because of the proximity of sewer and water lines. Transportation is the most severe constraint. Access to this site must be provided from Stony Point Road, Sebastopol Road and South Wright Road. A master plan for development of the industrial park should be prepared prior to construction.

The fourth site is the Sonoma County Airport. Approximately 200 acres are designated for long range development. In phasing industrial development, the south side of Airport Boulevard should initially be made available. The north side should then be opened up based on a master plan for development, which includes a plan for phasing of development. Direct access to Airport Boulevard should be minimized. Sewer service will be required. A sewer assessment district must be formed to finance the cost of the collection and treatment facilities. The trunk line could then be extended east of the freeway to provide sewer service to the Wikiup area, and possibly Larkfield as well. Sewer service should be limited to the urban area and not be provided to parcels designated for non urban uses in the County General Plan or Larkfield/Wikiup specific plan.

b. Recommendations for Rezoning:

The Cass Road and Standish Road area south of Todd Road are recommended for rezoning from industrial/heavy commercial to some other zoning category. Neither area is planned to receive sewer service. Development of these areas would result in an oversupply of industrial land in the Santa Rosa planning area. Development south of Todd Road is inconsistent with Rohnert Park's goals and policies for industrial development.

The second major area where rezoning is recommended is south of Shiloh Road, north of Airport Boulevard and West of Highway 101. This area is outside any designated urban boundary and should not be considered appropriate for the extension of sewer service and other urban services. Inclusion of this area for industrial development should be considered only if the Sonoma County Airport is expanded into a regional airport.

The third major area recommended for rezoning is in Larkfield/Wikiup. This recommendation is made according to the recommendations contained in the proposed Larkfield/Wikiup specific plan. The supply of land designated for commercial and industrial development in this unincorporated community is sufficient to meet projected demand. The designation of additional land could have growth-inducing impacts.

c. Alternatives to the Proposed Zoning Plan:

1) One alternative to the proposed plan is to designate more land for industrial development near the Sonoma County Airport and less near the Santa Rosa Air Center. This alternative is posed because both areas are currently zoned industrial and over 100 acres near the County Airport are recommended for rezoning from industrial to some other zoning category in the zoning plan. There are several weaknesses with this alternative, however. It is inconsistent with the City of Santa Rosa's general plan. It is inconsistent with the County's community-centered concept of urban development. The land is not needed for industrial use. Currently, the County Airport area east of Airport property does not have adequate infrastructure;

no sewer, no central water and inadequate roads are the key deficiencies. Furthermore, most of the land is prime soil, suitable for agricultural use. For these reasons, this alternative is not recommended.

2) The Santa Rosa Air Center might be removed from consideration as an industrial park. The plan as proposed minus the Air Center would still provide enough land to accommodate a twenty year demand for industrial and heavy commercial development. Development of the Air Center is proposed in the recommended plan for several reasons. One, the Air Center is located in an economically depressed portion of Sonoma County; high quality industrial park development should be used as a key to revitalization of the southwest Santa Rosa area. Two, industrial use in the Air Center environs is compatible with continued use of the Air Center as a general aviation airport. Three, although access to the Air Center is currently deficient, the overall impact of employment development at the Air Center will be to distribute employment locations in the Santa Rosa planning area and alleviate high congestion that might result if jobs were fully concentrated close to Highway 101.

3) The zoning plan could propose that Santa Rosa not complete development of the regional scale downtown shopping center. This would be recommended to alleviate some of the traffic congestion, in the downtown area, along Highway 101 and on other major access routes to the downtown area. In preparation of this report, however, it has been determined that the downtown shopping center is approved, and, in fact will be completed in 1981. Therefore, consideration of this alternative is not possible. In spite of traffic congestion the restoration of downtown Santa Rosa will reinforce the County's and cities community centered concept of development. The lack of a viable downtown shopping facility will put pressure on Santa Rosa's and other cities' urban fringe areas for an urban sprawl pattern of development.



d. Impacts

- 1) The major impact of the proposed plan is upon the planning area's circulation system. Santa Rosa is already congested. The southwest area where the major industrial sites are designated has a poor circulation system and major roads are in poor condition. If significant improvements are not made to the circulation system, industrial park development would have severe negative impacts.
- 2) This plan could have growth inducing impacts. If all the land designated for industrial development were made available for development within the next ten years, the generation of employment could exceed the employment projections for basic employment in the Santa Rosa planning area.
- 3) Development of the Fountain Grove site could have negative impacts on the north Santa Rosa scenic corridor. The southwestern portion of the Fountain Grove property is visually sensitive. There is need for access to Fountain Grove from the east.
- 4) Development of 200 acres along Airport Boulevard will negatively impact agricultural potential, induce intra-County commuting, and promote urban development in a predominantly rural area. Furthermore, there are high costs associated with the provision of sewer, water and road improvements to the Airport Boulevard Area.
- 5) Industrial/heavy commercial development in the Hearn/West Robles area is potentially incompatible with adjacent residential development.

e. Mitigations

- 1) Planning and implementation of road improvements are necessary in all of the major industrial sites prior to industrial development of the long range sites. A time table for capital improvements devoted to roads serving these sites should be formulated by 1982. Timing for widening of Highway 101 to six lanes should also be established by 1982. Establishing this improvement will require County coordination with Cal-Trans. Other methods to reduce peak hour traffic should be implemented particularly the provision of transit service to major employment centers and the institution of staggered work hours.



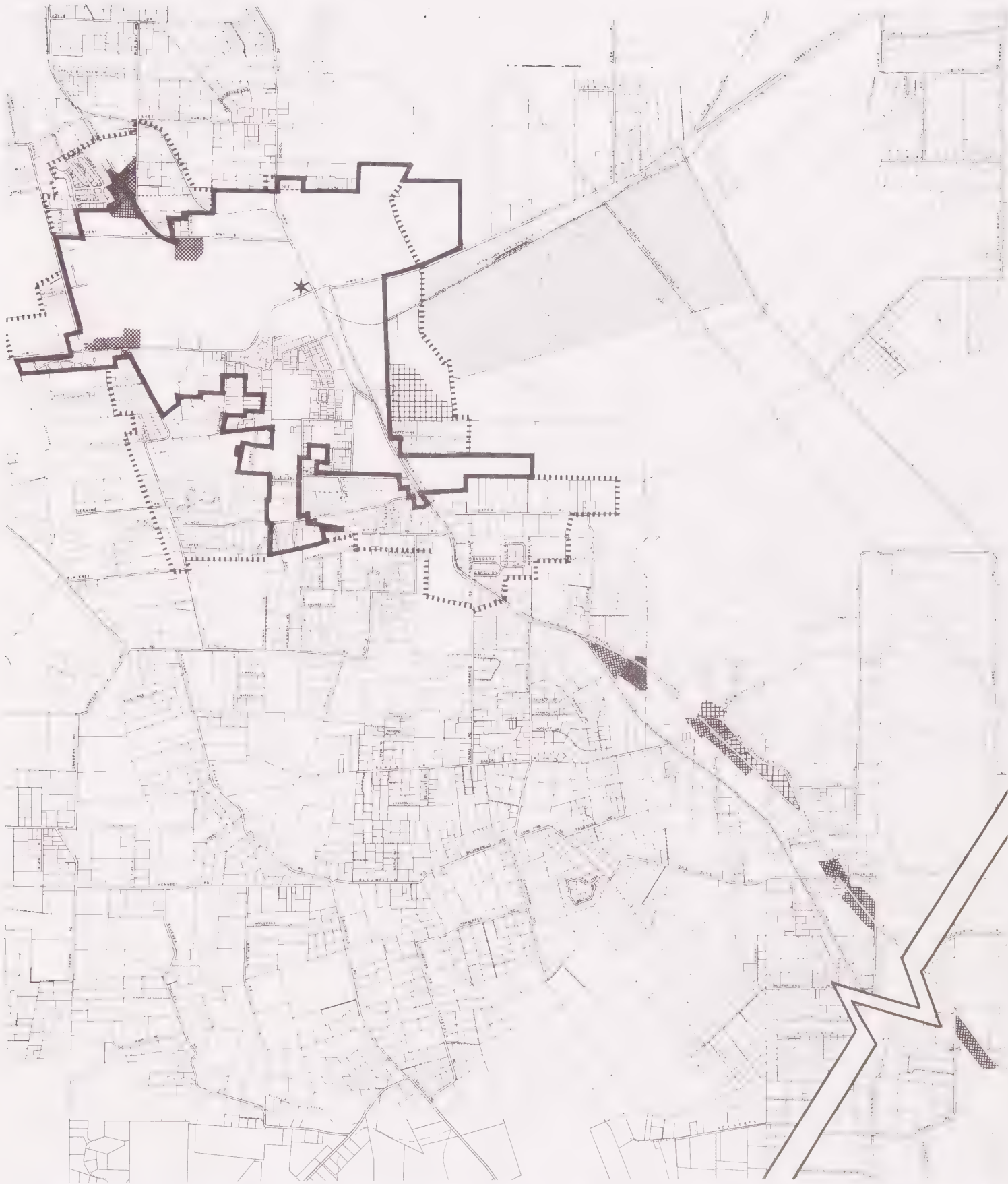
- 2) Growth inducing impacts can be mitigated by the formulation of precise phasing plans for development of major sites. All four long range sites need master plans designating areas to be developed in five year increments after 1985. The Fountain Grove site will require close cooperation of the City and developer (s) in formulating the phasing plan.
- 3) Ideally, development of the Fountain Grove site should not be visible from Highway 101. This is ideal for aesthetic and practical reasons. Aesthetically, urban hillside development near the intersection of Mendocino Avenue and the Fountain Grove Parkway would destroy the northern rural edge of the City. Practically, development of the entire Fountain Grove site should be somewhat limited because of the lack of ingress and egress points. The commercial and industrial designations in the proposed plan indicate the overall scale of sites rather than precise locations.
- 4) The impacts associated with industrial development along Airport Boulevard cannot fully be mitigated. There is Class I soil both north and south of Airport Boulevard. Industrial development will decrease this supply. The Agricultural Preserve parcel designated for industrial park development should be the last in line to develop. Because there is almost no residential development in this area, intra-county commuting to jobs will be encouraged. Windsor, Larkfield/Wikiup and northern Santa Rosa are, however, major residential areas located within five miles of this site.

The costs associated with the provision of sewer, water and road improvements should be born largely by the beneficiaries of industrial development through the creation of assessment districts.

- 5) Setbacks and buffers should be required of industrial development adjacent to present and planned residential areas.

6. Planning Area #6: Sebastopol (Map V-6, Figure V-6 and Tables V-12, V-13) The northern portion of the Sebastopol planning area contains two distinct but interrelated landscapes: 1) rural, with its intermixture of orchards and rural residential uses, and 2) urban, as found in the City of Sebastopol and the unincorporated Community of Graton. The southern portion of the planning area is predominantly dairy county which also includes the small unincorporated community of Bloomfield. Landscape and historical land use trends, perhaps more than in any other planning area, determine the location and extent of industrial and commercial uses in the Sebastopol planning area.





# SEBASTOPOL-GRAVENSTEIN HWY.

- EXISTING CITY LIMITS
- ..... URBAN EXPANSION BOUNDARY
- COMMERCIAL
- SHORT RANGE INDUSTRIAL
- RECOMMENDATION FOR REZONING
- ★ COMMERCIAL CENTER

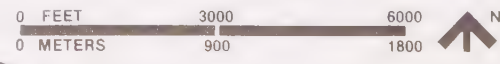
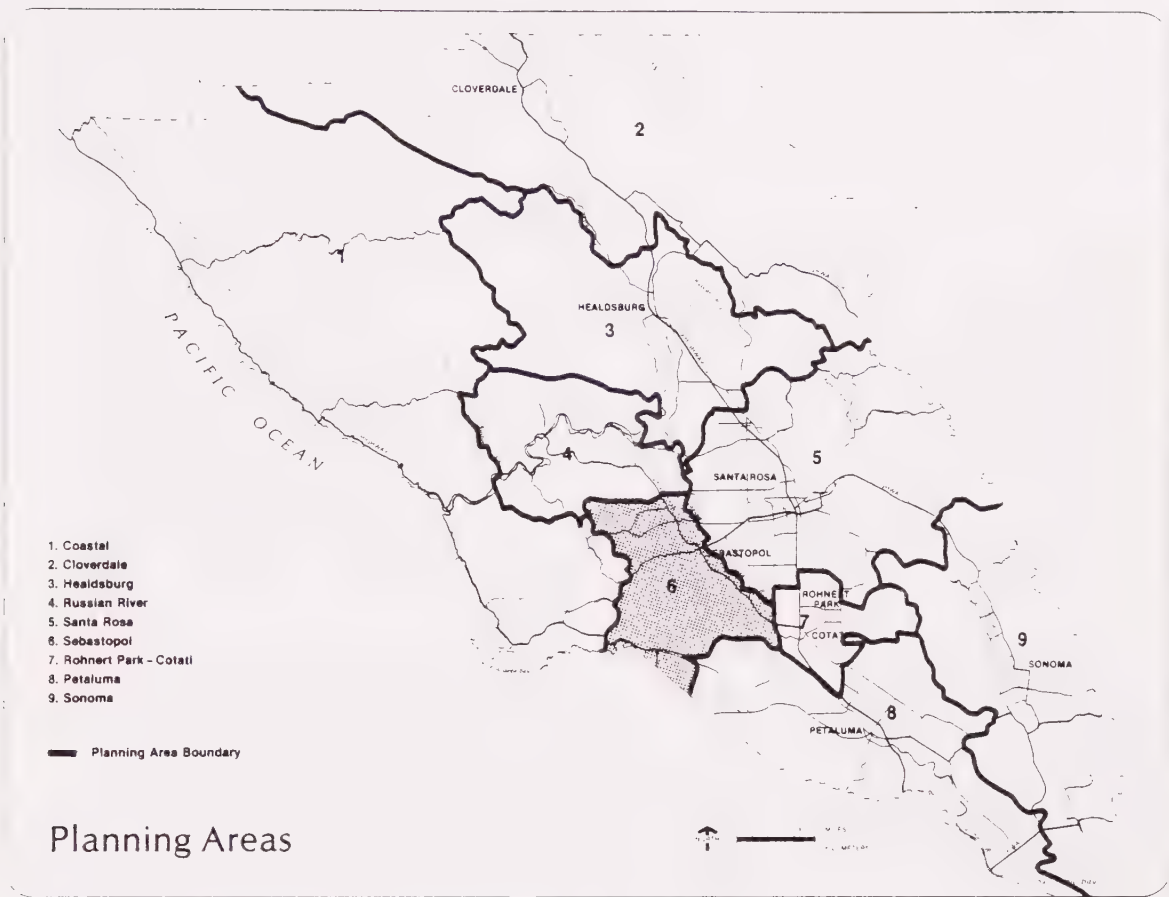






Figure V-6 Sebastopol Planning Area

Table V-12. Employment Projections for the Sebastopol Planning Area  
1980-2000 (# of Jobs)

Category	1980	1985	%	1990	%	% in Acre 2000	% Change 1980-2000
Industrial	1,113	1,096	(-2%)	1,081	(-1%)	1,112 (3%)	
Heavy Commercial	907	1,031	(14)	1,145	(11)	1,307 (23)	44%
Light Commercial	2,651	2,991	(13)	3,304	(10)	3,848 (16)	45%
Agric/Mining	945	880	(-7)	820	(-7)	725 (-12)	-23%
<b>TOTAL</b>	<b>5,616</b>	<b>5,998</b>	<b>(7%)</b>	<b>6,350</b>	<b>(6%)</b>	<b>6,992 (10%)</b>	<b>24%</b>

Table V-13. Industrial/Commercial Land Use Projection for Sebastopol Planning Area  
1980-2000 (in Acres)

Category	1980	1985	%	1990	%	2000	%	1980-2000	% Change 1980-2000
Industrial	240	240		242	(1%)	264	(9%)	24	10%
Heavy Commercial	87	96	(10%)	104	(8)	121	(16)	34	39%
Light Commercial	102	113	(11)	124	(10)	140	(13)	38	37%
<b>TOTAL</b>	<b>429</b>	<b>449</b>	<b>(5%)</b>	<b>470</b>	<b>(5%)</b>	<b>525</b>	<b>(12%)</b>	<b>96</b>	<b>22%</b>

Environmental constraints to the east and west and dense rural residential development to the north and south of Sebastopol restrict this city's potential for commercial or industrial expansion. To the west of Sebastopol lies the Atascadero Creek and its 100 year floodplain; to the east is the even broader Laguna de Santa Rosa floodplain. Graton has similar constraints with orchards on three sides and the Atascadero floodplain to the west; in addition, there is strong sentiment in this community to maintain the community's existing scale and unique character. South of Sebastopol there is a band of strip commercial development; the County General Plan priority is to limit strip commercial to the extent possible while recognizing commercial centers as community commercial nodes.

#### a. Zoning Plan

The zoning plan attempts to direct new commercial and industrial development into Sebastopol and Graton. Both of these communities have some vacant land for new commercial and industrial uses. In Sebastopol the primary commercial area is expected to be the existing downtown where infill, conversion and intensification is encouraged. The same is true for industrial development as only one new industrial area is designated in the urban expansion area south of the city limits. There are several vacant industrial structures that could be converted either to new industrial or to commercial uses. In Graton both new industrial and commercial sites are designated. The potential for downtown rehabilitation is high as long as rehabilitation retains the historic character of the existing downtown. There are several vacant or underutilized industrial structures in Graton which could also be converted to new industrial or commercial uses.

Along Highway 116 south of Sebastopol three commercial nodes are designated: 1) along Old Gravenstein Highway, 2) between Lone Pine and Hessel Roads (Cunningham), 3) the intersection of Hessel and Blank Roads. The first two areas are existing commercial nodes where further local population serving commercial development is recommended in order to offer commercial services for the large number of rural residential residents of these areas. The third location near Blank and Hessel Roads is recommended for low intensity tourist-serving commercial development.

The community of Bloomfield is recommended for only a small amount of commercial development sufficient to serve the needs of local residents.

b. Recommendations for Rezoning

There are recommendations for re-zoning in two distinct areas: 1) Highway 116 south of the City of Sebastopol, and, 2) Highway 12 east of the Laguna de Santa Rosa. The areas to be re-zoned along Highway 116 reflect the recommendations contained in the current West Sebastopol Study. The actual lands that are re-zoned will be contained in that study as adopted by the Board of Supervisors. It is the intent of this study to support the conclusions rendered by the West Sebastopol Specific Plan.

The second area contains large tracts of industrial, heavy commercial and retail commercial zoning that is inappropriate because the zoning supports a notion of urban sprawl that is inconsistent with County goals and policies for industrial and commercial growth as contained in the cities of Sebastopol and Santa Rosa's general plans and the County general plan. This area is actually located in the Santa Rosa planning area but is so close to Sebastopol that development there impacts Sebastopol more directly.

c. Alternatives to the Proposed Zoning Plan

There are no readily available alternatives that would be consistent with goals and policies for commercial and industrial development in this planning area. The plan as proposed directs most industrial and commercial growth into urban areas. This approach is consistent with any plan that should be formulated in the planning area.

There is concern that too little land is designated for commercial and industrial development to meet total demand as perceived by the year 2000. Should additional appropriate sites be located in Sebastopol or Graton this plan would support re-zoning to commercial or industrial assuming that development would be compatible with surrounding land uses.



d. Impacts

- 1) There will be traffic impacts associated with industrial and commercial development along Highway 116 south of Sebastopol. Highway 116 is already congested and more development will result in more congestion.
- 2) Over the long term out-commuting from the Sebastopol planning area may be encouraged because fewer jobs will be created with working residents moving into the area.

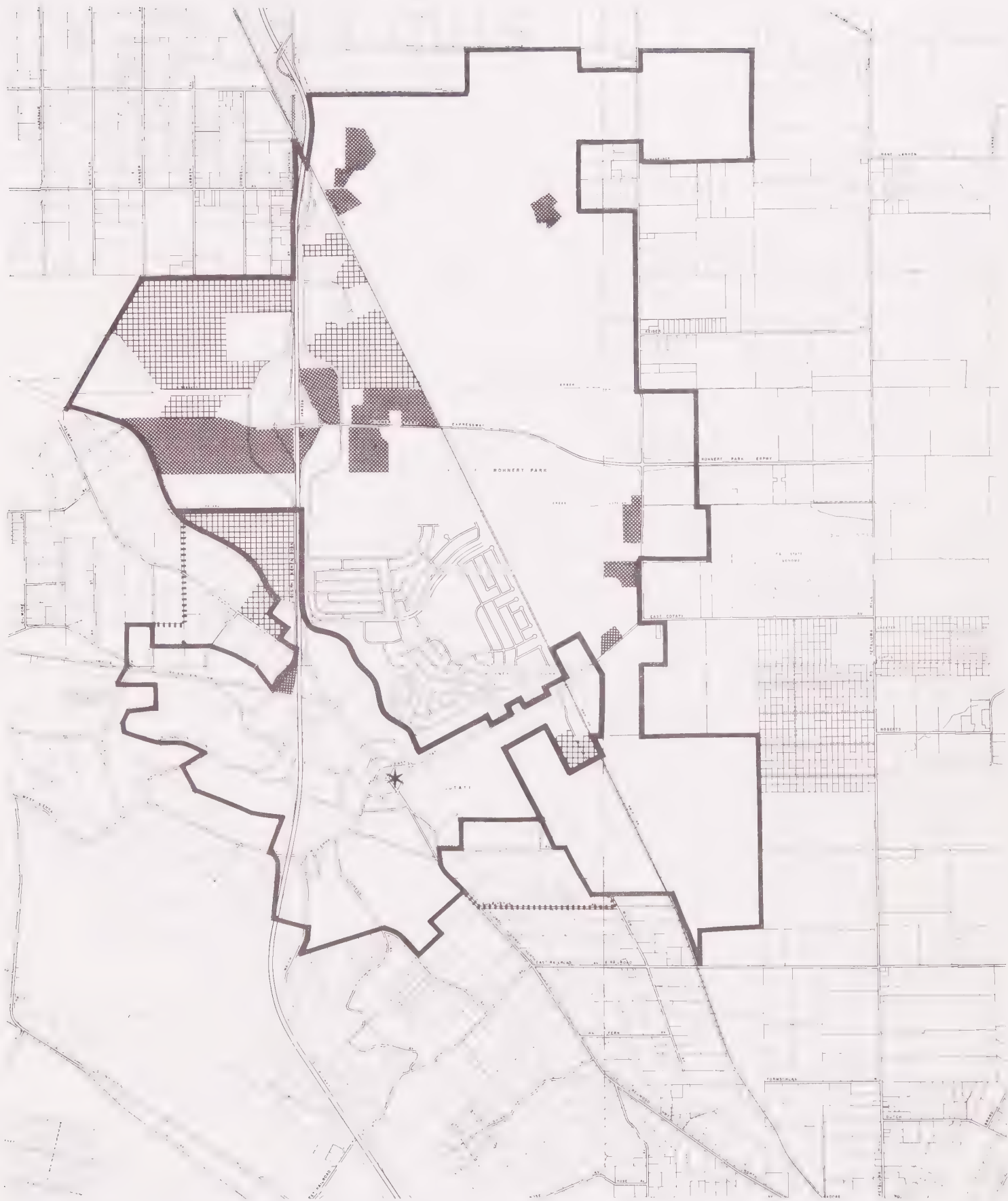
e. Mitigations

- 1) Highway 116 is one of the few roads designated in the general plan for significant improvements in the Sebastopol planning area. Traffic impacts should be mitigated by careful design of ingress and egress anticipating that at some point in the future Highway 116 will be widened to form lanes near the City of Sebastopol.
- 2) The provision of transit service from the Sebastopol area east to Santa Rosa and south to Highway 101 should be encouraged. Commercial development should be encouraged in downtown Graton and Sebastopol and public projects that accentuate the attractiveness of these downtown areas for commercial development should be given high priority. Conversion of vacant or underutilized structures to employment producing uses should also be emphasized.

7, Planning Area #7: Rohnert Park/Cotati (Map V-7, Figure V-7, Tables V-14, V-15). All of the demand for commercial and industrial uses in the Rohnert Park/Cotati planning area can be met in the cities of Cotati and Rohnert Park and the unincorporated community of Penngrove. This planning area will absorb a great deal of employment growth particularly in Rohnert Park where approximately 140 acres are available for commercial development and 290 acres for industrial and heavy commercial.

Cotati is the only community in this planning area that anticipates annexation of land during the next twenty years. About 10 acres of that land to be annexed is suited to industrial development, the rest is not needed for industrial uses because there is sufficient vacant land elsewhere in the city, almost 70 acres. The City of Cotati does have sewer limitations; so, additional capacity would have to be obtained before annexation could take place.





# ROHNERT PARK-COTATI

— EXISTING CITY LIMITS

----- URBAN EXPANSION BOUNDARY

● COMMERCIAL

▨ SHORT RANGE INDUSTRIAL

FEET 0 3000 6000  
METERS 0 900 1800

● RECOMMENDATION FOR REZONING

★ COMMERCIAL CENTER



Figure V-7 Rohnert Park/Cotati Planning Area

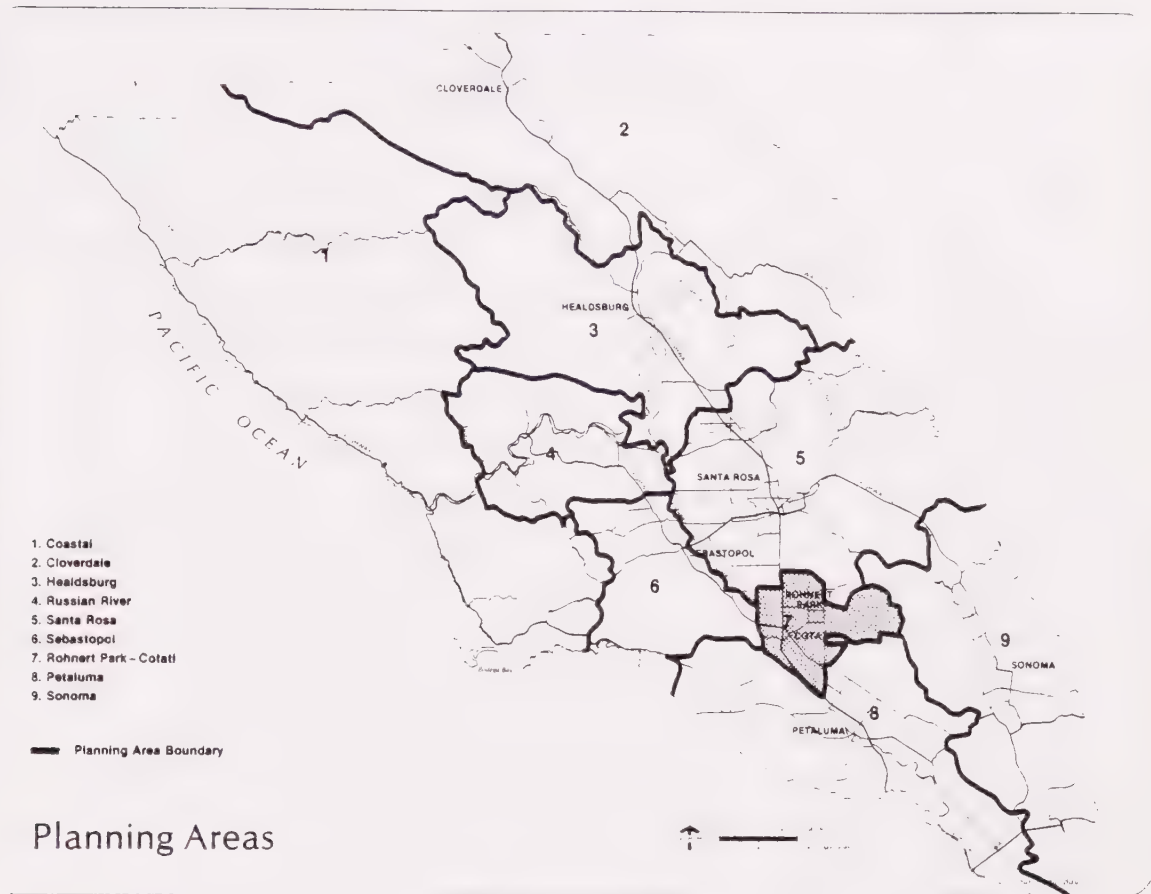


Table V-14. Employment Projections for the Rohnert Park/Cotati Planning Area.  
1980-2000 (# of Jobs)

Category	1980	1985	%	1990	%	2000	%	% Change 1980-2000
Industrial	678	848	(25%)	1,004	(18%)	1,241	(24%)	83%
Heavy Commercial	975	1,218	(25)	1,442	(18)	1,793	(24)	84%
Light Commercial	5,634	7,052	(25)	8,360	(19)	10,934	(31)	94%
Agric/Mining	131	120	(-8)	109	(-9)	99	(-9)	224%
<b>TOTAL</b>	<b>7,418</b>	<b>9,238</b>	<b>(24%)</b>	<b>10,915</b>	<b>(18%)</b>	<b>14,067</b>	<b>(29%)</b>	<b>90%</b>

Table V-15. Industrial/Commercial Land Use Projection for Rohnert Park/Cotati Planning Area 1980-2000 (in Acres)

Category	1980	1985	%	1990	%	2000	%	1980-2000	% Change 1980-2000
Industrial	107	128	(20%)	147	(15%)	177	(20%)	70	65%
Heavy Commercial	87	100	(15)	113	(13)	133	(18)	46	53%
Light Commercial	172	216	(26)	256	(18)	330	(29)	158	92%
<b>TOTAL</b>	<b>366</b>	<b>444</b>	<b>(21%)</b>	<b>516</b>	<b>(16%)</b>	<b>640</b>	<b>(24%)</b>	<b>274</b>	<b>75%</b>

The community of Penngrove should follow the land use and zoning plan formulated for that community for land inside the sanitation district. There are about 8 vacant acres zoned for commercial development. There should be no annexation to the sewer district because of the limited capacity of the sewer system. Between Penngrove and Petaluma is a critical community separator and no further industrial or commercial development should take place adjacent to Old Redwood Highway between Petaluma's urban expansion boundary and Penngrove's sanitation district boundary.

West of Highway 101 in the City of Rohnert Park, 78 acres are designated commercial which the city hopes will someday be developed as a regional shopping center. Several factors indicate that there may not be a market for a regional shopping center for at least fifteen years. To support a regional center, a market population of about 200,000 is required. Assuming that the proposed Novato regional shopping center will be built and Santa Rosa completes its downtown center, Sonoma County could not support a third major shopping center until after the year 2000. A third center could negatively affect smaller downtown centers in Petaluma, Sebastopol, Cotati and even Healdsburg or Sonoma; or it could negatively affect all three or a combination of the main centers in Coddington, downtown Santa Rosa and Rohnert Park.

a. Zoning Plan

Commercial areas are designated in Rohnert Park and Cotati as per their general plans. Although little vacant land is shown in Cotati, the major shopping area is anticipated to be infill around the Hub. Almost all of Rohnert Park's commercial development is shown south of the Rohnert Park Expressway. The plan would recommend but does not designate a neighborhood center in north Rohnert Park in the vicinity of Baumgardner and Petaluma Hill Roads. In Penngrove there are scattered vacant commercial sites, most of them west of Old Redwood Highway.

Rohnert Park has a large amount of industrial land that is nearly ready for development. Most of the industrial park areas need street improvements and some flood control work is necessary. The City has



conducted two traffic studies which include South Santa Rosa Avenue and Highway 101. Plans are underway to widen South Santa Rosa Avenue within the Rohnert Park city limits. The emphasis in these parks should be on good design and strict design review. About 20 to 30 percent of the land should be retained in large lot sizes with five to ten acre minimums in order to attract relatively large users. The site east of Highway 101 should have large parcels fronting the railroad to attract firms needing rail access.

The major industrial site in Cotati is west of South Santa Rosa Avenue and borders Rohnert Park's city limits. Cotati is planning to emphasize small lot industrial development. This is in keeping with Cotati's desire to attract small businesses and retain an identity that is unique from Rohnert Park. Design review standards similar to those applied for commercial development in Cotati should also be considered by the city to be applicable to industrial development. With most of the anticipated industrial and even commercial development occurring west of Highway 101 Cotati and Rohnert Park should consider conducting a joint study of needed road improvements focussing on improvements to South Santa Rosa Avenue and of the South Santa Rosa Avenue/Highway 116 intersection.

No industrial sites are designated in Penngrove. Industrial development should occur in Petaluma with Penngrove amenable only to population serving commercial growth.

b. Recommendations for Re-Zoning.

Two areas are recommended for re-zoning. One is just west of Highway 101 at the Wilfred Avenue off-ramp. Vacant parcels in this area are in the 100 year floodplain. Also, any vacant land zoned commercial or industrial west of Cotati city limits along Highway 116 should be rezoned to some other zoning category, preferably rural residential. Further strip commercial development is inconsistent with County policy and with Rohnert Park's and Cotati's policies for commercial and industrial development.

The same policy holds true for industrial or commercial uses northwest of Rohnert Park. Rohnert Park does not consider such development outside the city in the Wilfred/Scenic Avenue area to be consistent with the policies for growth outside the city limits.

c. Alternatives to the Proposed Plan

The plan as proposed is consistent with both commercial/industrial demand projections and with the general plans of Rohnert Park, Cotati and the Penngrove specific plan. There is no alternative that seems desirable or reasonable to consider. Rohnert Park should consider phasing development to the extent possible so that the city can provide needed public services at the time development takes place. Rohnert Park's long range development plan is based on the City's ability to provide needed public services; so the issue of phasing has been addressed by the City. It is inconsistent with County or the City of Rohnert Park's policy to consider annexation prior to year 2000.

d. Impacts

- 1) Large scale commercial and industrial development could have negative transportation impacts both east and west of Highway 101 and along Highway 101 itself. A major issue for Rohnert Park is that most of its employment could eventually be developed west of the freeway while most of its population is located to the east. This situation will result in traffic congestion throughout Rohnert Park and in portions of Cotati as employed residents go to and from work.
- 2) One of the transportation solutions to high levels of development in Rohnert Park west of Highway 101 is to construct the Rohnert Park Expressway west to Stony Point Road. This would allow access from the west as well as the east. This route could have growth-inducing impacts resulting in pressures for western annexation by the City to allow urban development.
- 3) Development of a regional shopping center in Rohnert Park could have negative economic impacts on shopping facilities elsewhere in the County.

e. Mitigations

- 1) Two Environmental Impact Reports and two traffic studies have been prepared and certified concerning impacts due to development west of Highway 101. Recommended mitigation in previous studies should be acted upon. It is recommended,

however, that a comprehensive EIR be prepared for impacts of full development of the commercial and industrial land west of Highway 101.

- 2) Access to the Rohnert Park Expressway west of the existing city limits should not be provided except at Stony Point Rd.
- 3) An economic analysis of this shopping center, if proposed, should be conducted analyzing the impact such a center would have upon retail sales elsewhere in the County.

8. Planning Area #8: Petaluma (Map V-8, Figure 8 and Tables V-16, V-17) The Petaluma planning area will almost double in population by year 2000. Employment will also increase by two-fold and possibly more. Petaluma's employment growth will be in both population-serving and basic employment. The emphasis in commercial development is to reinforce downtown Petaluma as the commercial center. Infill and intensification of commercial in the downtown area should be encouraged by the city. Where possible commercial development should be along the River. In East Petaluma new neighborhood scale commercial centers will be needed as well as highway commercial near the junction of Highway 101 and Old Redwood Highway. Commercial or industrial development should not, however, be encouraged outside the city between Petaluma and Penngrove on Old Redwood Highway.

Industrial development is likely to concentrate in light manufacturing. Heavy commercial uses would also be appropriate in most of the sites designated for industrial uses. Along Lakeville Highway, about 30% of the land designated industrial should be retained in lot size minimums of 5 to 10 acres. Many acres are recommended for re-zoning from industrial to some other zoning category. Most of the land so designated is located inside the 100 year floodplain.

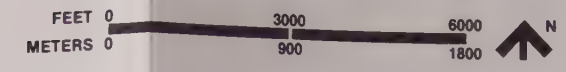
a. The Zoning Plan

The recommended zoning plan attempts to reflect the City of Petaluma's desires regarding the location of both commercial and industrial development. Sufficient land is designated for commercial needs to year 2000 assuming infill and intensification in the downtown area. Existing commercial zoning along Petaluma Boulevard North should be retained at least until completion of the Petaluma Boulevard.

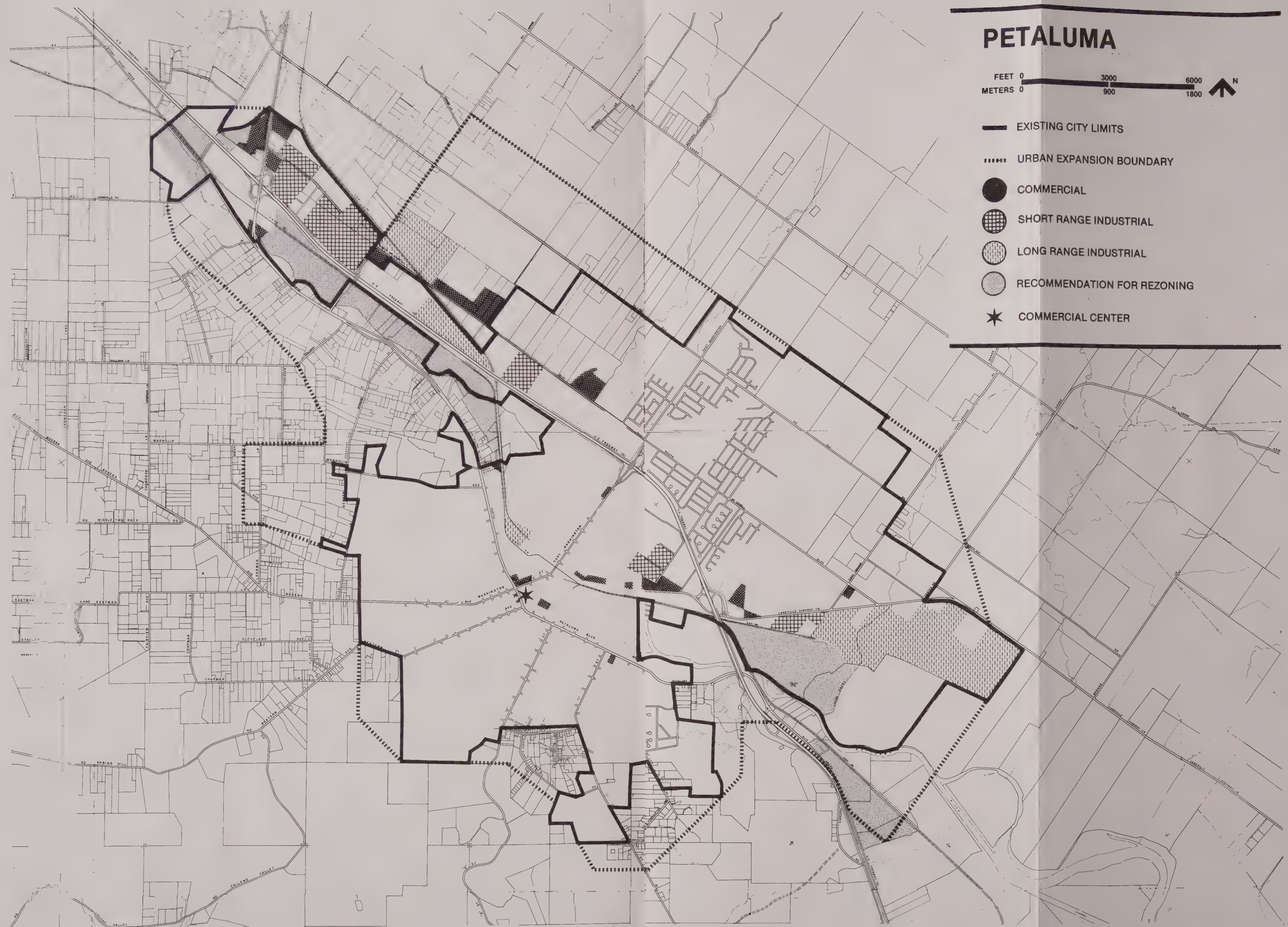




# PETALUMA



- EXISTING CITY LIMITS
- URBAN EXPANSION BOUNDARY
- COMMERCIAL
- SHORT RANGE INDUSTRIAL
- LONG RANGE INDUSTRIAL
- RECOMMENDATION FOR REZONING
- COMMERCIAL CENTER





Northwest Petaluma Study is scheduled to be done during the 1979-80 fiscal year. Both population-serving and tourist commercial development should be encouraged along the Petaluma River. The tourist commercial should be oriented to the Petaluma River as much as possible.

Both short and long range industrial sites are designated in the plan:

Short Range Industrial Sites (1980-85)

P-1	(Old Redwood Highway)	+ 40 acres
P-2	(Petaluma Industrial Park)	+ 60 acres
P-3	(San Francisco North Bay Industrial Park)	+ 20 acres
P-4	(Payran Street)	+ 20 acres
P-5	(Casa Grande Avenue)	+ 15 acres
	Sub Total Acres	155 acres

Long Range Industrial Sites (1985-2000)

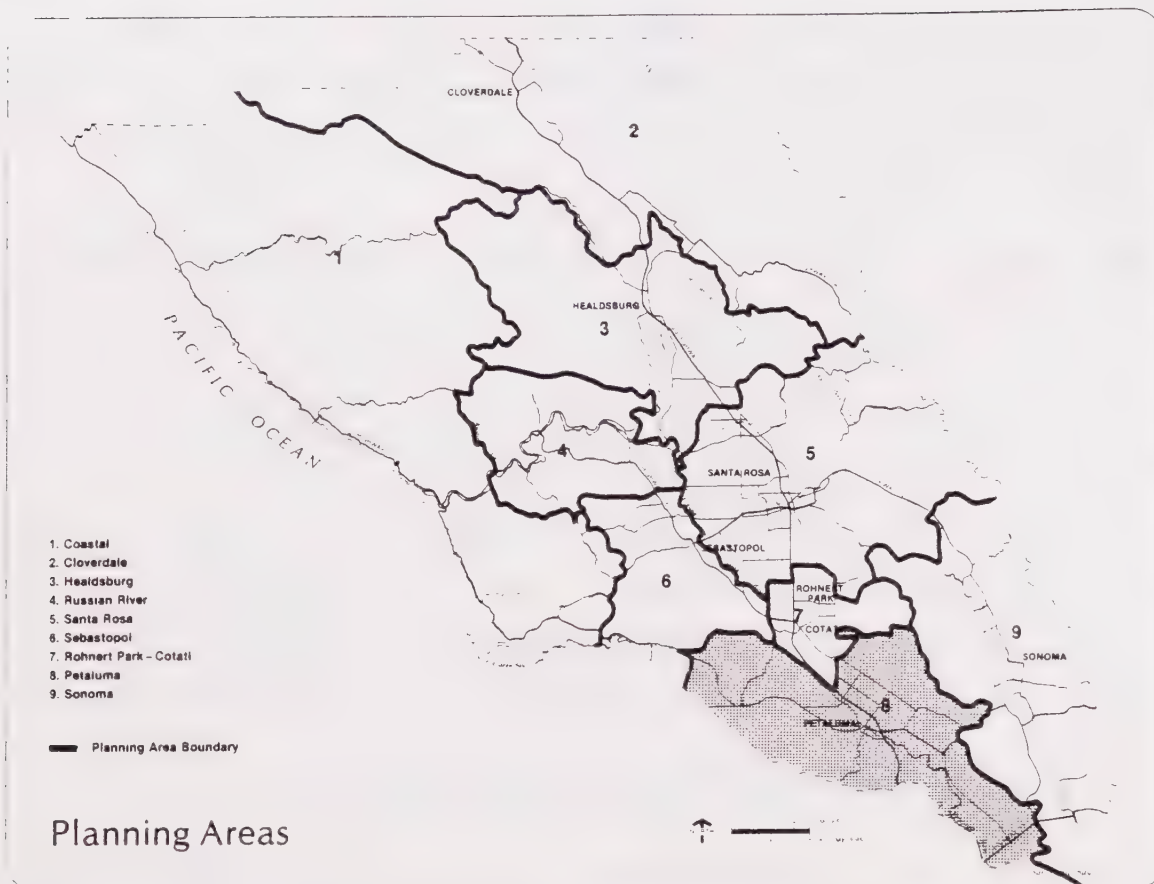
P-6	(Petaluma River)	+ 15 acres
P-7	(North McDowell)	+ 60 acres
P-8	(Northwestern Pacific)	+ 40 acres
P-9	(Lakeville Highway)	+225 acres
	Sub Total Acres	340 acres
	TOTAL ACRES	495 acres

The 170 acres designated for short range development are located on easily accessible sites where there is contiguous industrial or commercial development. The city should assure that these sites are amenable to development as soon as possible. They represent more than sufficient land to absorb industrial or heavy commercial development during the next five years.

The long range sites generally require master planning before they will be ready for build-out. It is suggested that a master plan for development of the Lakeville Highway site (P-9) be prepared prior to further development. It is an ideal location for a firm



Figure V-8 Petaluma Planning Area

Table V-16. Employment Projections for Petaluma Planning Area.  
1980-2000 (# of Jobs)

Category	1980	1985	%	1990	%	2000	%	% Change 1980-2000
Industrial	954	1,107	(16%)	1,249	(13%)	1,469	(18%)	54%
Heavy Commercial	1,866	2,175	(17)	2,460	(13)	3,136	(27)	68%
Light Commercial	7,692	9,215	(20)	10,621	(15)	15,648	(47)	103%
Agric/Mining	603	565	(-6)	529	(-6)	476	(-10)	-21%
<b>TOTAL</b>	<b>11,115</b>	<b>13,062</b>	<b>(11%)</b>	<b>14,859</b>	<b>(14%)</b>	<b>20,729</b>	<b>(40%)</b>	<b>18%</b>

Table V-17. Industrial/Commercial Land Use Projection for Petaluma Planning Area  
1980-2000 (in Acres)

Category	1980	1985	%	1990	%	2000	%	1980-2000	% Change 1980-2000
Industrial	158	179	(14%)	197	(10)	229	(16%)	71	45%
Heavy Commercial	176	208	(18)	228	(10)	276	(21)	100	57%
Light Commercial	300	371	(24)	426	(18)	633	(45)	333	111%
<b>TOTAL</b>	<b>634</b>	<b>758</b>	<b>(20%)</b>	<b>861</b>	<b>(14%)</b>	<b>1,138</b>	<b>(32%)</b>	<b>504</b>	<b>80%</b>



needing twenty or more acres and some land (70-100 acres) should be zoned for 5-10 minimum lot sizes in order to preserve this potential until clients will locate there .

The North McDowell site (P-7) has not yet been annexed to the city of Petaluma. Ideally, a development plan should be submitted to the city prior to annexation. The Northwestern Pacific Railroad site (P-8) has accessibility problems that must be solved before development can take place.

The City of Petaluma is currently reviewing a proposed residential industrial/golf course project in the vicinity of Frates Road. The following procedure will be followed before Petaluma can act favorably on this proposal:

- 1) An EIR should be required on an overall master plan for the site;
- 2) An amendment will be required both for the County's General Plan and the City's Environmental Design Plan/General Plan, and
- 3) Petaluma must annex the project site into the City before development can take place.

Should these studies show that the proposed project would be beneficial to the City and the County and that adverse impacts could be mitigated, the Board of Supervisors will then modify the Commercial/Industrial Specific Plan to designate industrial use on parts within this 527-acre site.

b. Recommendations for Re-zoning

Approximately 475 acres are recommended for re-zoning from industrial to some other zoning category. The 375 acres recommended for rezoning in the vicinity of Petaluma Boulevard North are done so for two major reasons: 1) there is more than sufficient industrial land in the Petaluma planning area without these lands, 2) the land has severe environmental constraints, located well within the 100 year floodplain.

The other 100 acres are located south of Petaluma adjacent to Highway 101 between Petaluma and the County line. Commercial or industrial development in this location is inconsistent with the community centered concept and with the priority to maintain community separation between Petaluma and Novato.

### c. Alternatives

No commercial alternatives are directly considered. The plan shown is consistent with Petaluma's commercial designations. This plan implies that Petaluma is committed to retaining downtown as the central shopping area because no large tracts of land are designated for a large scale retail shopping center. Petaluma could be considered a candidate for a regional scale shopping center along with Rohnert Park. However, with Santa Rosa's regional center being constructed downtown and Novato also building a center, there will not be a market for another regional center in Sonoma County for at least fifteen years. A population of close to 200,000 is required to support one such center.

The industrial component of the zoning plan focusses industrial in the city of Petaluma. There is sufficient land of a variety of types and sizes to accommodate demand at least until year 2000. The intent of this as well as the commercial component is to readily accommodate demand with the goal of reducing the out-commute rate as much as possible. Regional offices such as Fireman's Fund and State Farm as well as professional offices and high technology industry are the types of employment that might be attractive to resident out-commuters.

An industrial alternative to the proposed plan would be to reduce the supply of industrial land in Petaluma and designate all or a portion of the 900 proposed acres on Highway 37 for industrial development. This course of action could assume that industries locating at Highway 37 could just as well locate in Petaluma (or the Sonoma area). Such an alternative is unreasonable because of negative environmental impacts, increase in commuter travel, and possible growth inducing effects that allowing competing industry at Highway 37 might have.

An alternative for Highway 37 would be to allow for non-competitive industry which takes advantage of the unique characteristics of the Highway 37 area. The single unique characteristic of Highway 37 is its location on San Pablo Bay and the mouth of the Petaluma River. A water-related industry which would locate on San Pablo Bay because

it required the advantages of a waterfront site is the only type of industry that should be considered for location at Highway 37.

However, location of water-related industry at Highway 37 is inconsistent with cities/county economic policy. The County General Plan designates this area General Agriculture and Undeveloped. The clear priority of the plan is that this area be retained in agricultural use. Industrial use in this area is inconsistent with the County General Plan. Therefore, this plan makes two recommendations:

- 1) Retain the Highway 37 area as an agricultural area; zoning should remain agricultural to be consistent with the County General Plan's land use plan.
- 2) It is not a County priority to locate a water-related industry in the Highway 37 area. If it is a priority at all, it is a regional priority. The County should request of the Bay Conservation and Development Commission (BCDC) that the waterfront industrial designation near Highway 37 in the BCDC plan be deleted.

d. Impacts

- 1) Several sites will require some flood protection because they are partially located in the 100 year floodplain. Sites: P-1, P-2, P-10.
- 2) One site has an access problem of having to cross the railroad tracks that would have to be solved prior to industrial development: Site P-8.
- 3) Sites P-6 and P-10 along Lakeville Highway will have traffic problems in the future because of the congestion related to through trips.
- 4) Sites P-1, P-2 and P-7 along North McDowell Avenue are located more than a four minute response time away from the Petaluma fire station.

e. Mitigations

- 1) Require that a qualified engineer be retained to evaluate the flood potential of sites P-1, P-2 and P-10 and suggest appropriate mitigation measures.
- 2) Access to site P-8 would best be achieved at the northerly end. The site should be master planned to take advantage of the availability of rail.

- 3) Improvement of Lakeville Highway should be done when traffic congestion justifies it. Ingress and egress from the industrial uses to Lakeville Highway should be carefully planned.
- 4) Sprinkler systems should be built in industrial buildings. It is likely that a fire substation will be constructed within a four minute response time from these sites because of the large amount of development that has occurred in the McDowell Avenue area.

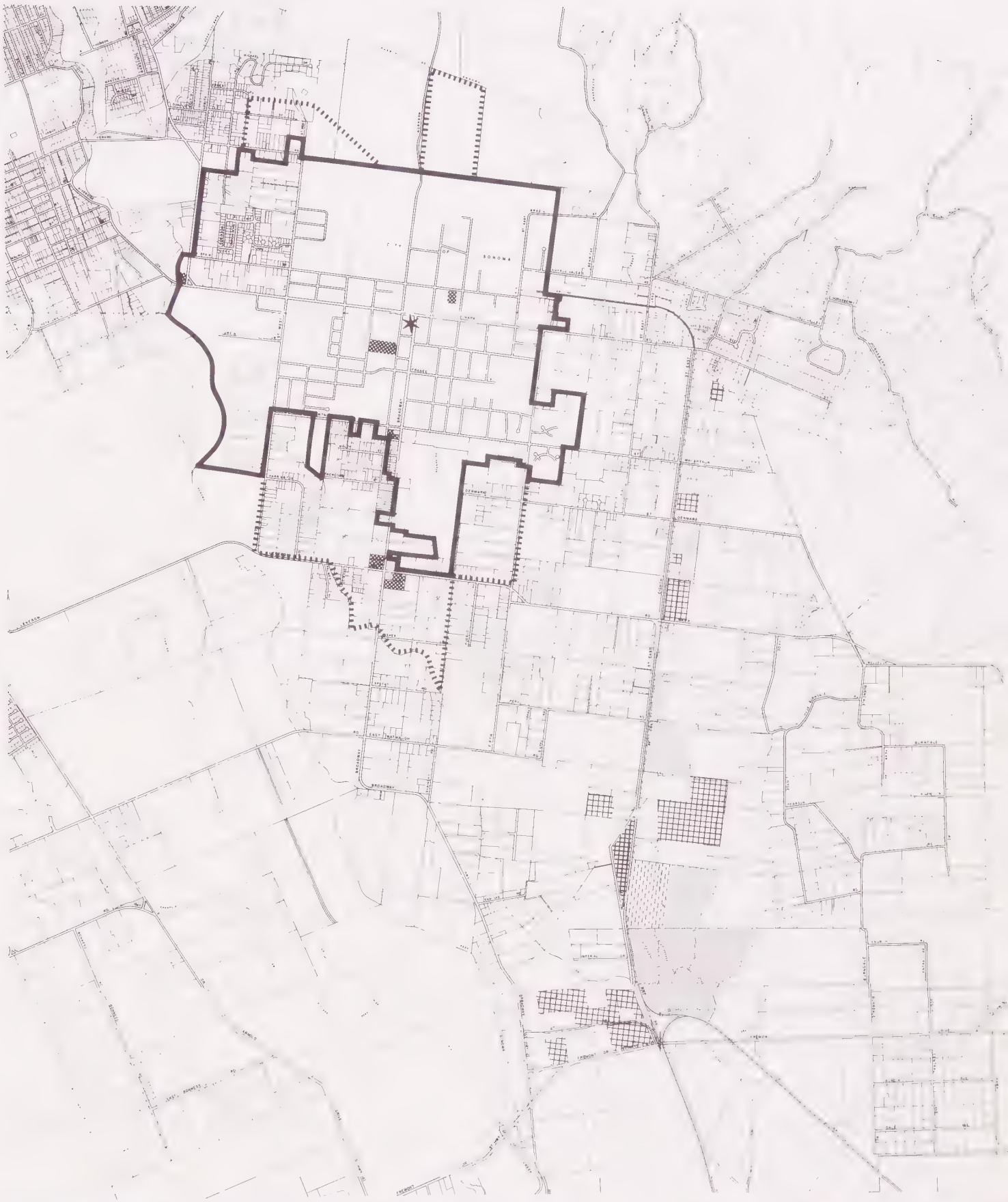
9. Planning Area #9: Sonoma Valley (Map V-9A, V-9B, Figure V-9 and Tables V-18, V-19) The priorities in the Sonoma Valley are to maintain the scenic qualities of the Valley of the Moon, to promote continued viability of the agricultural resource, and to foster job creation that is proportional to projected population growth. Almost all commercial development should be located in urban communities, the City of Sonoma, the Boyes Hot Springs/El Verano/Aqua Caliente complex, Glen Ellen and Kenwood. Industrial development, however, is limited to the 8th Street East area. This area and the Sonoma County Airport in the Santa Rosa Planning Area, are the two industrial locations in the County that are not within urban designations.

Currently, there are approximately 375 vacant acres zoned industrial along 8th Street East. This represents a large oversupply of industrial zoning because the twenty year demand for industrial use is about 50 acres. One hundred to one hundred fifty acres of vacant land zoned industrial is more than sufficient to satisfy demand and would provide a basis for providing public services in areas that are likely to develop. The present situation is likely to result in scattered industrial development and inefficient provision of public services.

a. Zoning Plan

Commercial development in the recommended zoning plan will occur in existing unincorporated communities and the City of Sonoma. In the unincorporated community of Kenwood commercial development should be allowed in sites zoned commercial as a result of the North Sonoma Valley Study. Kenwood will not receive sewer service within the next





# SONOMA

— EXISTING CITY LIMITS

----- URBAN EXPANSION BOUNDARY



COMMERCIAL



SHORT RANGE INDUSTRIAL



RECOMMENDATION FOR REZONING

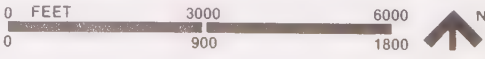


COMMERCIAL CENTER





# GLEN ELLEN-BOYES HOT SPRINGS



-  COMMERCIAL
-  COMMERCIAL CENTER





Figure V-9 Sonoma Valley Planning Area

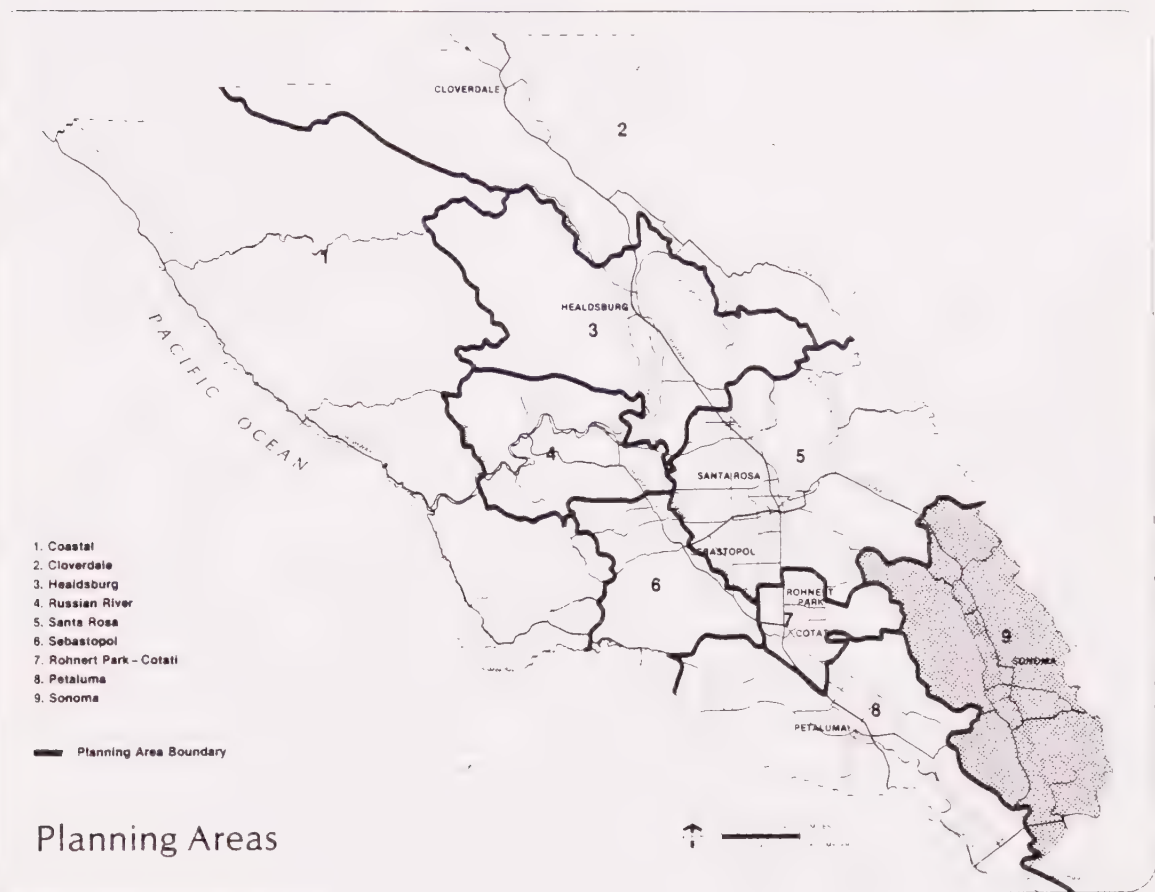


Table V-18. Employment Projections for Sonoma Valley Planning Area, 1980-2000 (# of Jobs)

CATEGORY	1980	1985	%	1990	%	2000	%	% Change 1980-2000
Industrial	657	740 (13%)		817 (10%)		935 (14)		42%
Heavy Commercial	656	726 (11)		790 (9)		1,162 (47)		77%
Light Commercial	6,093	6,629 (9)		7,124 (7)		8,340 (17)		37%
Agric/Mining	701	655 (-7%)		611 (-7)		545 (11)		-22%
TOTAL	8,107	8,750 (8%)		9,342 (7%)		10,982 (18%)		35%

Table V-19. Industrial/Commercial Land Use Projections for Sonoma Valley Planning Area

CATEGORY	Use 1980	1980-2000 (in Acres)				1980-2000	% Change 1980-2000
		1985	%	1990	%	2000	
Industrial	96	105 (9%)		110 (5%)		121 (10%)	25
Heavy Commercial	44	49 (11)		54 (10)		63 (17)	19
Light Commercial	172	194 (13)		215 (11)		276 (28)	104
TOTAL	312	348 (12%)		379 (9%)		460 (21%)	148

twenty years, so commercial development must meet Environmental Health standards for on-site sewage disposal. The North Sonoma Valley Study also designates appropriate commercial sites in Glen Ellen where there are few vacant commercially zoned parcels. Glen Ellen is located in the Sonoma Valley County Sanitation District (SVCS), so disposal of effluent is not a real issue.

The South Sonoma Valley Area One specific plan designates commercial sites in the Boyes Hot Springs/ElVerano/Aqua Caliente area. Most commercial sites are on Highway 12. This plan recommends that parcels zoned Recreation (K District) be considered first for recreation-related uses such as resorts, second for commercial development and only then for high density residential. Residential development should be considered in the K District only if a proposed project includes a percentage of low and/or moderate income housing units. The Boyes Hot Springs area has few vacant commercially zoned parcels, so an additional site is recommended at the corner of Arnold Drive and Cherry Avenue. About 5 acres of this large parcel should be reserved for commercial use. The best zoning for this parcel is PC (Planned Community) so that an overall development plan is done for this parcel.

The City of Sonoma's general plan designates appropriate commercial sites for the City and its urban expansion area. There are only about 10 acres of vacant commercial land left in the City; more vacant land should be designated by the City for commercial use by 1985. It is a high priority of this plan to maintain the commercial integrity of Sonoma's historic downtown; future commercial development outside downtown Sonoma should be limited to neighborhood scale.

The zoning plan for industrial uses stresses infill in and near existing industrial areas. The recommended plan designates about 150 vacant acres for industrial use beginning near Napa Road in the north extending all the way south to Highway 121. The recommended plan will promote small rather than large-scale businesses because the sites are relatively small and scattered among parcels that are already in industrial use. It is not clear that the sites recommended for

industrial use will receive sewer service. The most likely sites to be serviced by sewer are those located adjacent to the sewage treatment plant near Highway 121 and the 50 acre industrial park site east of 8th Street East, just south of the airport. This plan recommends annexation to the district of the sites designated for industrial development and existing industrial uses. The sites designated industrial are suited either to industrial or to heavy commercial development.

Current projections indicate that the acreage designated for industrial development, including the new acreage designated for sewer, is more than sufficient to meet future needs in Sonoma Valley. Should the allocated acreage eventually prove inadequate to meet demonstrated need, the County should coordinate with the City of Sonoma to meet the need. The City currently has no provisions in its General Plan for providing any acreage for industrial development. Industrially-zoned acreage should be appropriately allocated between the City and the County.

b. Recommendations for Re-zoning

No commercial land is recommended for rezoning from commercial to some other category. The ± 5 acre portions of the parcel on Arnold Drive is recommended for rezoning to commercial or Planned Community to allow for additional commercial development in the Boyes Springs Area. Because of the scarcity of vacant commercial land in the Sonoma Valley, it is possible that more commercial land will be needed particularly in the City of Sonoma by 1985.

About 230 acres of land currently zoned industrial are recommended for rezoning to some other category. With the exception of about eight acres in vineyard north of Napa Road along 8th Street East, all of the parcels recommended for rezoning are along 8th Street East south of Napa Road. The majority of land recommended for rezoning is on two parcels, each over 100 acres in size, east of 8th Street East just south of the Sonoma Valley Sky Park airport. The South Sonoma Valley Area Two specific plan zoned these parcels MP (Industrial Park) and the City of Sonoma's general plan designates



both parcels industrial in its general plan. About fifty acres of one of these parcels is recommended to be developed as an industrial park.

There are two major reasons for recommending rezoning of these two parcels. One, both parcels are located largely within the 100 year floodplain, are over two miles from the City of Sonoma, and have some agricultural potential. These factors represent constraints to industrial potential. Two, in Sonoma Valley's case it makes sense to recommend infill in existing committed industrial areas particularly since the amount of land that would be committed is more than sufficient to accommodate demand at least until year 2000. The fifty acres recommended for industrial park is not in the 100 year floodplain.

The other parcels or portions of parcels east of 8th Street East all have some agricultural potential or use and are not needed to meet demand for industrial development in the Sonoma Valley. The parcel west of 8th Street is located along a scenic corridor and its configuration is not suited to efficient industrial development.

c. Alternatives to the Proposed Zoning Plan

One obvious alternative to the proposed plan would be to designate all of the two 100 acre parcels for industrial park development. In some ways this alternative would be preferable to the proposed plan. Industrial development could be concentrated in one location and subject to a master plan prior to development to allow for the orderly provision of public services, like roads, water, sewer and public utilities. Design review could readily be applied to facilitate the construction of attractive facilities.

The weakness of this alternative is that the lands designated in the proposed plan are already in the midst of existing industrial development. Large investments will not be necessary to prepare land for development. Non-industrial uses in the lands designated for industrial development in the proposed plan would be difficult to identify.

Another alternative would be to follow the proposed plan but exert strict phasing mechanisms. For instance, a policy could be adopted



by the County not to allow industrial development south of Napa Road until the area north of Napa Road is 60 to 80 per cent built-out. Development in the vicinity of the sewage treatment plant could be required to have sewer service prior to actual construction of facilities. This alternative appears to be a plausible one to the proposed plan which suggests no differentiation between short and long range development areas.

c. Impacts

- 1) Eight Street East north of Napa Road is inadequate for sustaining truck traffic. It is narrow, has no shoulders and is in poor condition. Industrial development north of Napa Road would accelerate deterioration of this road.
- 2) Sewer service cannot readily be extended to parcels designated for industrial development. If sewer is extended, this action could have growth-inducing impacts on surrounding parcels or would not be cost effective because of the long trunk line extensions that would be required.
- 3) Industrial development along Highway 121 and along 8th Street East could have negative impacts on these scenic corridors.
- 4) Industrial development as far south as Highway 121 will promote commute runs to work of three miles or more.

e. Mitigations

- 1) The Board of Supervisors should consider improvement of the norther section of 8th Street East and this should receive a high priority if the proposed zoning plan is adopted. The Board could consider creation of a road improvement fund collected from industrial employers along 8th Street East.
- 2) Sewer service should not be extended to industrial parcels north of Peru Road. Septic systems will have to suffice in this area. The plan recommends extension of sewer service and therefore annexation to the SVCSD for industrial parcels south of Peru Road. Legal agreements are necessary to assure that sewer is extended only to parcels currently utilized for industrial purposes or designated in the adopted plan for industrial development.
- 3) Setbacks of at least 100 feet and design review including landscaping should be required along Highway 121. Along 8th Street East the primary means to establish high visual quality is to retain the eucalyptus wind rows. In areas where there are not eucalyptus windows, setbacks and landscaping should be required in the design review process.
- 4) Commuting will be promoted to some extent because of the Sonoma Valley's isolation of industrial lands from urban density residential areas. There are no viable industrial sites, however, inside the Sonoma Valley's urban communities. This plan does promote development of local jobs which could help reduce out-commuting from the Sonoma Valley to Santa Rosa or out-of-County.



## VI. SPECIALIZED INDUSTRIAL AND COMMERCIAL DEVELOPMENT

### A. Background

A key conclusion of the Commercial/Industrial Study is that Sonoma County's economic policy should support a broad economic base. This chapter establishes locational criterial for specialized industries whose contribution to the County's economic base is valuable, yet whose needs are not met in traditional industrial or commercial zoning areas.

Two categories of these specialized industries are recognized:

- 1) Industries which develop a natural resource and which must locate in proximity to that resource (resource related); and
- 2) industries which depend on a unique work environment to attract certain employees, and which must located in an aesthetically pleasing area (amenity dependent). The unique characteristics of each of the County's nine planning areas foster development of certain of these specialized industries (Table VI-1).

### B. Resource-Related Industries

#### 1. Resource Production

Agriculture has historically provided a major source of employment to Sonoma County (Figure VI-1). One of the priorities of the Sonoma County General Plan is to support the agricultural industry. The concept of agricultural production zones has merit because it focusses attention on the development of a resource particularly vulnerable to incompatible uses.

a. Recommendations:

- 1) Agricultural zones should be identified where preservation of the agricultural resource and agricultural service have the highest priority for land use.
- 2) Agricultural service uses, like processing and storage, should be designated in agricultural zones to serve local agricultural needs. Size and scale of processing plants and warehousing should be dependent upon access, traffic flow, land use and environmental suitability determinations.
- 3) Mineral resource zones should be considered where mining activities are given priority.
- 4) Geothermal resource zones should be established where geothermal development is given priority.
- 5) Resource-related industries not dependent upon proximity to the resource should be located in urban area designations and not permitted in rural areas.

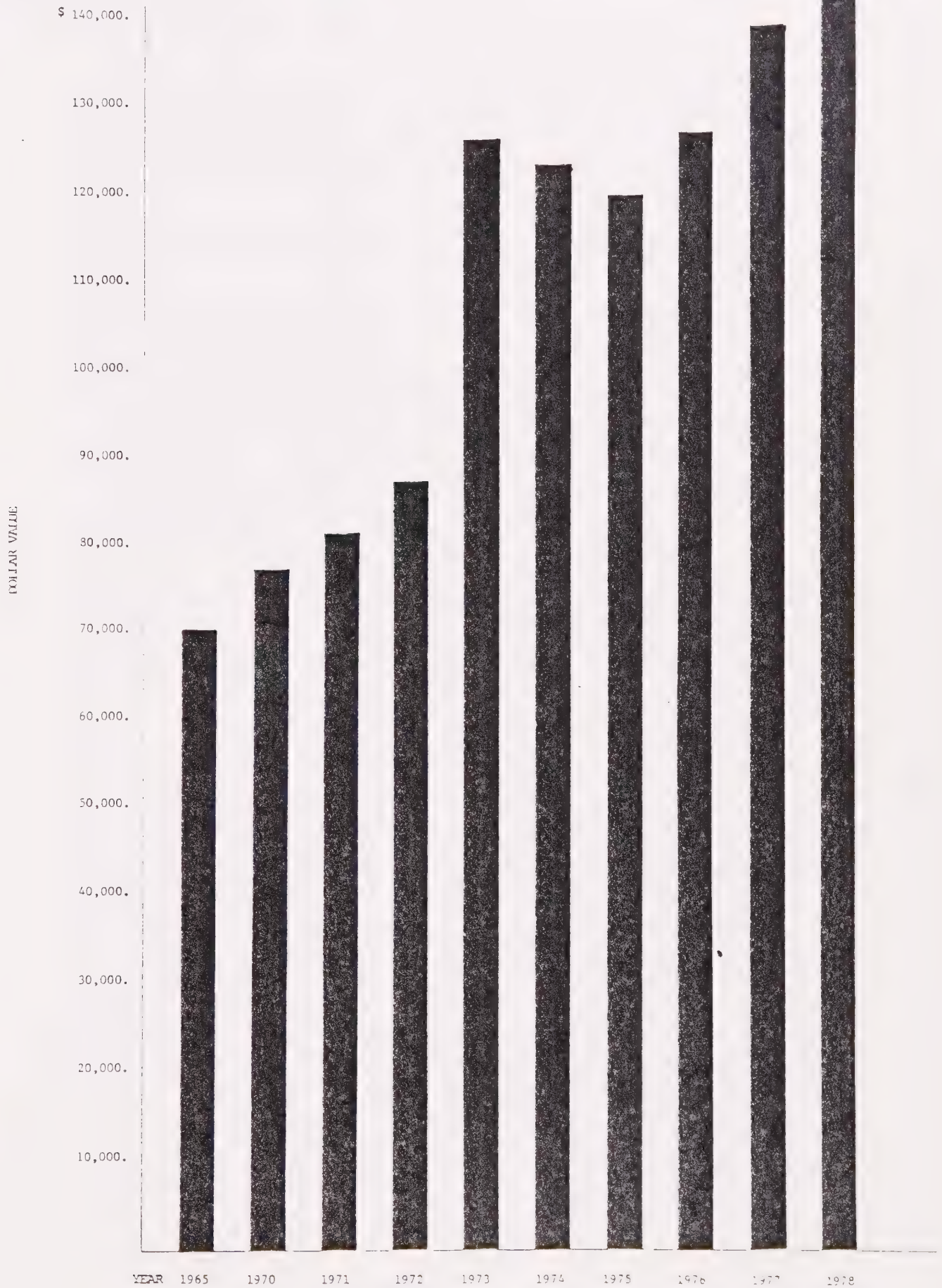
Table VI-1 Type of Industries Compatible With Planning Areas in Sonoma County

		Resource Related			Amenity-Dependent	
		Production	Tourism	Large Scale	Mixed Use	Cottage Industry
#1	Coastal	+	+	-	-	0
#2	Cloverdale	+	0	-	0	0
#3	Healdsburg	+	0	-	0	0
#4	Russian River	0	+	-	-	+
#5	Santa Rosa	0	0	+	+	0
#6	Sebastopol	+	0	-	+	0
#7	Rohnert Park/Cotati	0	0	+	0	0
#8	Petaluma	+	0	+	+	0
#9	Sonoma Valley	+	+	-	0	+
-		Not Compatible				
0		Moderately Compatible				
+		Highly Compatible				



Figure VI-1

SONOMA COUNTY AGRICULTURAL CROP REPORTS



#### b. Criteria

The following criteria should precede any consideration of commercial or industrial resource-related employment, when such location is appropriate outside urban areas as defined by the Sonoma County General Plan Land Use Category.

- 1) Locate in proximity to resource, but not on prime soils (Class I or II or 80% or better Storie Rating).
- 2) Assure accessibility to major transportation routes, defined as State Highways and roads in the Select County System.
- 3) Assure compatibility with adjacent land uses:
  - a. Priority is given to resource production in identified resource zones.
  - b. In identified residential zones (Rural Residential, Open Land and Residential and River Resort General Plan Categories) resource production may occur if such use is compatible with surrounding development.
- 4) Assure sensitivity to historic and scenic resources, including highways and byways.
- 5) Protection of environmentally sensitive areas.

#### 2. Tourism

Tourism is defined for purposes of this study as leisure-time activity, or recreation, which attracts out-of-County dollars. Out-of-County tourist dollars contribute an important element to Sonoma County's economy. In 1973 three million tourists visited the County annually. That number is expected to double by year 2000. Three alternative distributions of future tourist activity is based on the use of Warm Springs Dam and other County recreational areas. (Table VI-2)

Recreation and its related facilities are dependent upon the County's natural features: the coast, the river, and the mountains. Lake Sonoma when completed, will provide a fourth feature, a lake. Tourism is directly related to the availability of recreational facilities; it is also a direct spinoff of resource production, particularly winery tours and fishing parties.

Table VI-2 Recreationists in Sonoma County

Recreation Areas	Average Summer Weekend Day			
	1973	2000		Dominant Warm Springs*
		Moderate	High	
North Coast	4,000	8,000	12,000	7,000
South Coast	16,000	32,000	48,000	29,000
Russian River	17,000	34,000	51,000	30,000
Warm Springs Dam	0	11,000	22,000	22,000
Sonoma Valley	5,000	10,000	15,000	9,000
Other	9,000	18,000	25,000	16,000
County Total	51,000	113,000	173,000	113,000

(Source: JHK and Assoc., 1975)

\*Assumes development of recreational facilities as proposed.

The Pacific coast is Sonoma County's most significant recreational and natural resource. The primary use of the coast at present is day use. Provision of overnight accommodations and increased coastal access are needed.

Inland from the coastal margin are the communities of Occidental, Bodega, Freestone, and Duncans Mills. All four of these communities are tourist centers. There is little opportunity for expansion of tourist-related facilities in the first three of these communities because of a scarcity of water. Duncans Mills is not limited by water scarcity, and expansion of tourist facilities is feasible.

Wineries and the Russian River are the major tourist existing attractions in the northern county. The prognosis for the Russian River as a recreation area is that it will be more attractive as energy becomes less available. The 1960's and 70's trend toward long car trips to high amenity sites, or wandering in a recreation vehicle, should gradually turn toward shorter trips to the highest amenity sites within a 100-mile radius. Since Sonoma County lies within 100 miles of 5 million people, the Russian River and other Sonoma County attractions should become even more attractive to Bay Area residents.

Lake Sonoma when completed could enhance potential for attracting many tourists. Serving tourists needs without impacting local resource production is the major issue surrounding Lake Sonoma.



The major tourist attractions in the Santa Rosa area include Spring Lake and Lake Ralphine, and the more rugged Hood Mountain, Sugarloaf, and Annadel Parks. The former is designed for high intensity use while the latter for less intense, semi-wilderness experiences. The highest priority is to improve the trail system of the latter and create trails that interconnect all the parks. Other more urban tourist attracts in Santa Rosa include the Luther Burbank Gardens, the Church built from One Tree, and Railroad Square.

Santa Rosa also has potential for development of a convention center, ideally connected to extension facilities on the coast and Russian River that are suited to more remote camp and retreat activities.

Sebastopol serves as an entrance to both the coast and Russian River. It is an active agricultural area unique for home-grown produce sold on site. Priorities for tourism include enhancement of the Farm Trails program, maintenance of the rural agricultural scenic quality, and establishment of some tourist oriented services and facilities in Sebastopol, Graton, and Forestville.

No major tourist attractions exist at present in either Rohnert Park or Cotati; however, Cotati's downtown Hub has tourist potential. As the live music center of Sonoma County, it attracts people from Marin as well as Sonoma County.

Historic downtown is Petaluma's dominant feature. This unique shopping area can be further enhanced by orienting more activity centers to the Petaluma River.

Evidence of the County's Mexican and Spanish heritage is centered in and near the City of Sonoma. Historical Sonoma and nearby wineries bring thousands of tourist to the area yearly, while the town of Glen Ellen and the Jack London State Park attract historic and literary buffs. At the same time, many people come to the Sonoma Valley to take advantage of Port Sonoma and the Sears Point Raceway.



Prior to World War II, the Valley of the Moon's major tourist attractions were the hot springs spas in Boyes Hot Springs, Fetter's Hot Springs, and Aqua Caliente. The hot springs declined in popularity after World War II and finally the resorts closed completely in the 1960's. Revival of the hot springs resorts should be a goal for the Sonoma Valley.

If the demand for recreation is to be met and the tourist sector of the economy supported, adequate facilities for recreation seekers must be provided, both publicly and privately. A variety of facilities should be encouraged to meet the diversity of recreation activities available within the County. At the same time, however, the facilities must be planned to minimize impacts on the environment. Facilities must be small in scale, natural in appearance, and sensitive to natural features; where conflicts between activities or facilities with natural resources could occur, the resource should take priority. Tourist facilities that are not dependent upon the resource, such as accommodations and restaurants, should be located away from the resource areas in unincorporated communities or cities.

a. Recommendations:

- 1) Provide diverse tourist and recreational opportunities in identified tourist areas.
- 2) Encourage a balance of public and privately-owned facilities.
- 3) Support theme-related tourism that takes advantage of unique physical and cultural characteristics of an area.
- 4) Promote tourist opportunities that support County resources; wineries, dairies, apple and timber lands.
- 5) Encourage development of a variety of overnight accommodations for tourists.
- 6) Increase publicly and privately owned access to the coast and Russian River.

b. Criteria:

The following criteria should be utilized in the consideration of location of tourist-related employment.

- 1) Facilities for recreational activities related to a resource should be located in proximity to that resource but should be

sensitive to environmental constraints and should be scaled to complement the natural surroundings. Adequate screening should be provided where appropriate.

- 2) Tourist serving facilities not dependent upon the resource should be focussed in the existing cities and unincorporated communities.
- 3) Tourist serving facilities are considered commercial uses and should not be located along major access routes to any recreational area, particularly along access routes to Lake Sonoma.
- 4) Commercial and industrial activity should be located away from scenic corridors. A minimum setback of 200' from such highways and byways should be established.

#### C. Amenity-Dependent Industries

An amenity-dependent industry is one where the natural environment, or a created environment inspires or attracts employees. While the resource-related industry is dependent on the environment to produce its product, the amenity-dependent industry is dependent upon the environment to attract the producers of a product. Amenity-dependent industries range from large, high-technology firms with aesthetic, campus-like settings, to industrial or commercial uses with agricultural, residential and/or recreational uses included on the same parcel, to cottage industries with individuals, often artisans and craftsmen, working from their homes and marketing their products either at home or at central business locations. Criteria for the location of the three different types of amenity-dependent industries vary, largely based upon the amount of employment.

##### 1. Large-scale Amenity Dependent Industries

Acreage anticipating a campus-style employment setting should not be reserved at this time, since the demand is highly unpredictable. Should the need arise, such development should be located close to existing urban centers where infra-structure and labor-force are available.

The following criteria should be utilized to define specific sites:

- a) Require environmental review prior to consideration of rezoning or project.
- b) Locate outside critical open space areas and away from unique features, identified hazardous areas and scenic resource areas.

- c) Give highest priority to surrounding resource production, particularly agriculture. Permit no industrial or commercial use to be located on agriculturally productive soils (existing or potential).
- d) Assure consistency with County and/or city employment projections and policies on preferred types of firms.
- e) Assure consistency with community centered concept.
- f) Assure that project is not growth inducing.
- g) Assure that development does not change character of existing community in terms of year 2000 County-wide objectives.
- h) Require market and fiscal impact analysis if appropriate, and mitigate impacts identified.
- i) Assure availability and proximity of housing, both existing and potential new construction.
- j) Assure availability of utilities as sewer, water, natural gas and electricity.
- k) Assure availability of local labor force for jobs to be created.
- l) Assure access to major thoroughfares and non-automobile access.
- m) Assure mitigation of traffic impacts including access, air quality, and noise impacts.
- n) Require 200' set back from scenic corridors and from center line of any stream.

## 2. Mixed Use Activities

The intention to conduct a mixture of uses on a single parcel is not readily accommodated by zoning regulations of the cities or County, which support discrete uses on single parcels. Nonetheless, unique circumstance can occur where mixed use development would be an economic and social benefit to the County. Each mixed use should be evaluated on its own merits. However, certain basic criteria should be met for any such request.

If residential and residential-population serving mixed uses are proposed, locations should be sought in the cities or unincorporated communities, or in the residential land use categories - Rural Residential, Open Land and Residential and River Resort, and Second Home.

Residential/commercial and/or industrial mixed uses would only be considered consistent in the cities or unincorporated communities.

Agricultural or other resource-related mix of uses is consistent in the Undeveloped, General Agriculture, Orchards and Vineyards and Agriculture and Residential Land Use categories, but all such uses must be directly related to the land. A mix of residential and agricultural uses can only be considered in the Agriculture and Residential land use category. All parcels proposed for mixed use development should submit a precise development plan for rezoning to Planned Community (P.C.).

The following additional locational criteria should be evaluated at the time a mixed land use is requested:

- a) Assure compatibility with adjacent land uses and with atmosphere of community.
- b) Provide a minimum of 100' setback from all property lines.
- c) Provide 200' setback from any scenic corridor and from centerline of any stream.
- d) Assure compatibility with agriculture and any resource production.
- e) Avoid Class I or II soils or those with 80% or better Storie Rating.
- f) Assure access to major thoroughfares.
- g) Locate away from critical open space areas, hazardous areas, unique features and scenic areas.
- h) Assure that the activity does not have growth-inducing potential.

### 3. Cottage Industries

Cottage industry is a specialized type of amenity-dependent industry, referring primarily to home occupations, often of hand-crafted products. The center of this type of industry is now in the Russian River Planning Area, and to a lesser extent, in the Sonoma Valley.



Marketing is the principle problem for people engaged in cottage industry. The individual nature of each craft makes it difficult to locate mutual outlets. It is important, however, for the County to support cottage industry. Chambers of Commerce, the Economic Development Board the Arts Council, the Fair Board and other organizations should be charged with responding directly to this sector of the County economy.

Again the individual nature of each operation requires that cottage industries be individually evaluated. However, several basic locational criteria are important to establish:

- a) Assure neighborhood compatibility with respect to noise generation, air pollution and health, safety and welfare.
- b) Determine traffic generation and evaluate in light of the existing neighborhood.
- c) Mitigate any potential environmental impacts.



## VII. IMPLEMENTATION PLAN

### A. Summary

This Industrial/Commercial Plan is designed to accomplish several purposes. It describes the County's current economic situation and its future condition based on projected employment growth. It suggests Countywide goals and policies for economic development. It designates land appropriate for industrial and commercial development in both cities and the unincorporated area.

The plan lays the groundwork for a positive, Countywide economic development program. Industrial and commercial development that occurs within the framework of this plan is consistent with Countywide goals for environmental protection, population growth and economic development. The unique aspect of this plan is that it has been formulated jointly by the County and its eight cities. Once adopted, it will lay the groundwork for cooperation among the cities and County regarding economic development and, possibly, set a precedent for cooperation in other areas as well.

To be more than a set of ideals, however, a plan must set forth tools that reasonably may lead to the realization of its goals and policies. This section focusses upon steps to be taken to implement the goals and policies of the Commercial/Industrial Study. The recommendations, based on the 1979 Playney-Dyett Associates report, "Economic Development Mechanisms", should not be considered exhaustive; new ways to implement any economic development strategy should be sought continuously.

## 1. Summary of Major Implementation Recommendations:

1. Encourage development and growth of industries that draw from a broad range of job skills to reduce unemployment.
2. Encourage development of industrial parks; require Master Environmental Assessments for industrial parks in order to streamline the subsequent development process.
3. Provide for the increased availability of large industrial development sites by allocating a percentage of an industrial park to 5-10 ac. minimum lot size.
4. Encourage improved planning and programming of public infrastructure improvements for industrial areas.
5. Promote consistency of zoning regulations and design standards within planning areas (including incorporated and unincorporated portions) and possibly throughout the County.
6. Preserve and expand older, downtown commercial facilities.
7. Encourage commercial infill and intensification in downtown centers.
8. Encourage commercial development in some industrial zones.
9. Consider the use of special assessment or benefit assessment districts.
10. Consider the requirement of impact fees to mitigate impacts of new development on over-utilized public infrastructure.
11. Consider the use of federal and State grant funds.
12. Promote intergovernmental and government/private sector coordination in resolving industrial and commercial issues.

## 2. Organization of Chapter

This discussion of the major implementation recommendations is organized into five areas:

1. Employment development
2. Industrial development
3. Commercial development
4. Financing mechanisms; and
5. Inter and intra-government co-operation

### B. Employment Development

Because economic development is not a goal in itself, but rather a method for creating jobs and raising standards of living for the County's residents, local governments' principal objectives should attempt to ensure that all residents have the opportunity to work and



to improve their well-being. During the past five years Sonoma County has lowered its traditionally high unemployment rate to a rate that more nearly mirrors the State average, by expanding its commercial and industrial base (Table VII-1).

Table VII-1: California and Sonoma County Unemployment Trends

Year	California	Sonoma County
1974	7.3	9.2
1975	9.9	13.0
1976	9.2	11.4
1977	7.6	9.7
1978	7.1	7.5

Source: California Employment Development Department

According to California Employment Department (EDD) projections, this year has seen an average 23% unemployment among youths aged 16-19 participating in the labor force. To reduce this number, the County could seek firms that would employ unskilled and lower skilled workers. Training programs and educational programs in the high schools and Santa Rosa Junior College also should be oriented to employment sectors likely to increase in the near future. Retail trade and manufacturing are expected to lead employment growth, and will provide opportunities for a broad range of skills.

The greatest swings in unemployment occur in construction and manufacturing sectors. With the Santa Rosa Center and Warm Springs Dam projects, the building trades in the County are quite active at the present time. But continued high interest rates coupled with the recessionary effects of rising energy costs could cause a slump in construction activity. Stability cannot be assured and local government can do little to counteract these effects.

Nonetheless, the County has been successful in attracting "counter-cyclical" industries whose growth has survived recent recessionary cycles, such as Hewlett Packard, Optical Coating and Fairchild.

The countercyclical industries attracted to the County have generally been small firms that have grown considerably since moving to the County. Attracting and supporting the expansion of such firms should continue to be a County-wide priority.

### C. Industrial Development

Although the proposed plan designates a sufficient amount of land to accommodate commercial and industrial growth to year 2000, there is not an adequate supply of land ready to be developed now. Local jurisdictions should be prepared to make available for development the short range supply of industrial land and prepare plans for the orderly development of the long range supply.

1. To facilitate industrial development, the following recommendations are made:

- a. Make greater use of an industrial park zoning category, including reduced discretionary review (with finite time limits) for proposals complying with approved industrial park plans.

Few master-planned, well-designed industrial parks have been built in the County. Consequently, opportunities for firms seeking improved industrial sites are limited. Many industrial areas in the County have incompatible surrounding uses, lack proper access, or lack some urban services and utilities. Only the County and the cities of Santa Rosa and Sonoma have an industrial park zoning designation, and only the former two have used it. The plan recommends that more jurisdictions adopt and use an industrial park zoning category, and that development approval process be simplified for projects in industrial parks that comply with all approved regulations.

- b. Require Master Environmental Assessments (MEAs) for industrial parks.

One way to streamline the development review process is to prepare and use Master Environmental Assessments for industrial parks, thus eliminating the need for further project-specific environmental analysis in most cases. Petaluma currently is in the process of preparing an MEA on its general plan that could serve as a model for other jurisdictions. Another approach involves establishing a time limit for permit processing similar to the one-year limit for State review of major projects. Finally, "one-stop shop" permit approval process could be established to simplify and speed up the development review. These three actions reduce uncertainty in the approval process. Current County and Santa Rosa review procedures require three months for design review, 1-2 additional months if rezoning is required, and possibly an additional 3-4 months if an EIR is required.

- c. Provide for the increased availability of large sites, particularly those with railroad access.

The number of large buildable sites (over 10 acres) with or without railroad access is limited. In the Santa Rosa and Petaluma planning areas, eight sites were identified as available for immediate development; this represents the total supply of such sites in the County. Seven of these have railroad access. Most of the planners, realtors, and executives of firms seeking sites with whom we talked indicated that premature subdivision of industrial parcels makes it difficult for the 10-acre-plus user to acquire suitable sites. Within each jurisdiction suitable sites for large users should be identified and regulations adopted precluding subdivision into smaller parcels. This could be accomplished within an industrial park zone by allocating a percentage of all industrial park sites to a 5 or 10 acre minimum lot size. For example, 10 to 20 percent of land in 50 to 100 acre industrial areas might be reserved for large site users, and 30 or 40 percent might be so restricted in industrial parks or projects over 200 acres in size.

- d. Promote greater consistency of zoning regulations and design standards within planning areas and possibly throughout the County.

Community needs and desires vary tremendously from Sonoma to Cloverdale, and therefore zoning regulations and design standards should respond to the community. Nonetheless, greater consistency within planning areas would be advantageous. The County and cities should consider adoption of joint powers agreements setting common zoning and design standards particularly for fringe areas that otherwise would be regulated by different jurisdictions with different standards. The goals and policies contained in this plan represent a positive step toward greater consistency.

- e. Encourage improved planning and programming of public infrastructure improvement requirements, particularly in the smaller planning areas with deficiencies of appropriately-planned and serviced industrial sites.

Improved planning and programming of public infrastructure improvements will increase development opportunities. This will not be easy to accomplish, particularly during this period of fiscal uncertainty. Outside Santa Rosa and Petaluma, water, sewage, flood control facilities, and street improvements will be needed to accommodate anticipated development. In these communities, specific five-year capital improvement programs should be formulated.

- f. Formulate and publish better Countywide and localized information on available sites and labor force characteristics.





During the course of this study, it became clear that there is no comprehensive, centralized source of information on industrial development trends in Sonoma County. Monitoring and publishing data on land availability, absorption rates, and construction and employment trends would be helpful for policy-makers as well as firms considering either expansion locally or a move to Sonoma County. Most of the data exists but it needs to be collected, organized, published, and updated.

2. To facilitate better utilization of land resource, the following recommendations are made:
  - a. As industrial turn-overs occur due to economic changes, older industrial areas can be revitalized and buildings rehabilitated and adapted to meet the needs of new users. This could contribute to preservation and expansion of employment, the most efficient use of public facilities, and the conservation of scarce land resources. Sebastopol, with five vacant cannery complexes, offers the best example in the County. These buildings could now be used as wineries or storage facilities. Other declining industrial environments exist in Santa Rosa and Petaluma.
  - b. Intensive use of industrial land could be encouraged by revising parking and building coverage requirements where appropriate, and by seeking more land-intensive firms.
  - c. Opportunities for "cottage" type industries in the rural planning areas and for zoning districts within which mixed residential, industrial, and commercial uses could be permitted could strengthen the economic base. Overlay zoning districts with a conditional use permit required to ensure acceptable design and maintenance of environmental standards should be considered.

#### D. Commercial Development

1. To facilitate location of commercial development, the following recommendations are made:
  - a. Take full advantage of the opportunities for commercial infill and intensification in downtown centers.

To a greater degree than is true for industrial use, significant opportunities for infill commercial development and intensification of use on existing commercial properties exist in the County. In some older neighborhoods, there also is potential for adaptive reuse or replacement of residential structures with small scale commercial development. Building on a theme concept, facade easement or historic preservation programs can be used to increase viability. In areas designated urban in the cities' and County general plans, rezoning to commercial where commercial use would not conflict with surrounding land use should be supported.



- b. Evaluate the potential for heavy and light commercial development (Warehousing, office and some retail uses) in industrial zones, giving particular attention to compatibility with adjoining uses.

A considerable amount of recent commercial development has occurred in industrial zones. In some cases, such uses can be quite appropriate within the context of an industrial park or planned industrial zoning district. To correct the imbalance between long-term surplus of industrial sites and a shortage of commercial sites, joint use could be encouraged wherever appropriate.

- c. Take strong measures to preserve and expand older, downtown commercial facilities.

Conservation of existing facilities is more land and resource efficient than is construction of new development at outlying sites. Grant funds should be sought to redevelop decaying downtown areas. Road improvements should be focussed in downtown areas to facilitate traffic flow and provision made for adequate parking.

#### E. Financing Mechanisms

To encourage both industrial and commercial development, capital improvement plans should be formulated, including the identification of appropriate and equitable funding policies for needed public infrastructure. Public infrastructure investments should be selected that would leverage the maximum private investment in an area. The passage of Propositions 13 and 4 makes it more difficult to finance such improvements. The following recommendations are made regarding the financing of public infrastructure improvements:

- a. Consider the use of special assessment or benefit districts.

Special assessment or benefit districts appear to be the most likely mechanism for future water, sewer, or flood control facilities (local share where other funds are available). Potential developers of major industrial areas or parks should be willing to participate if development approval is contingent upon provision of services to a site. Assessment district bonds can be issued either under the Improvement Act of 1911 or the Improvement Bond Act of 1915. Under the 1911 Act, bonds must be paid off prior to subdivision unless bond holders agree to permit bond splits. Improvement costs then are reflected in a property mortgage or monthly rental



charge. As 1915 Act bonds require the assumption of limited liability by the city, County, or general district, they may be more difficult to sell unless the bond market will accept a guarantee based on revenue sources other than property taxes (the traditional way of handling such bonds prior to Proposition 13). This has been done in several communities during the past year.

- b. Consider the use of impact fees to mitigate impacts of new development on over-utilized public infrastructure.

Impact fees or permit charges have gained wider usage since the passage of Proposition 13. While the equity of such charges is often questioned, it is one method of collecting a fair share of capital costs from owners of newly developed property who only pay one percent property taxes, in contrast to owners of prior buildings, who have had two to three percent property taxes and, therefore, substantially higher tax contributions. Passage of the Gann Initiative with its limitation on governmental expenditure could reduce use of impact fees and encourage special assessment districts.

Tax increment financing, a method used for public infrastructure improvements under the California Redevelopment Law, is significantly more difficult to accomplish since Proposition 13. As bond coverage requirements have not changed, only one-third to one-half the former proportion of costs can be financed in this method. This could affect redevelopment projects in Santa Rosa and Petaluma.

- c. Consider the use of Federal and State general or special purpose grant funds, such as General Revenue Sharing, Community Development Block Grants (CDBG), Economic Development Administration (EDA) grants, State and/or Federal Highway Funds, or possibly Environmental Protection Agency Clean Water grants.

Special purpose federal grants are the most attractive source of funding where available, as these do not represent an allocation of resources between alternative local programs (unlike Revenue Sharing and CDBG Program). The ranking procedure for local priority infrastructure projects for Economic Development Administration (EDA) funding used by the Overall Economic Development Program Committee is a useful process and should be continued if Sonoma County remains eligible for EDA funds. In this context, the proposed amendments to the National Public Works and Economic Development Act (the Administration's bill, H.R. 4099), if enacted, could reduce the potential usage of the program in Sonoma County. The amendments limit assistance to "distressed" communities--defined by a variety of criteria, including five years above the national unemployment rate, sudden and severe economic



dislocation, or pockets of distress, a measure of distressed areas within healthy counties. State and Federal highway funds may be available for major highway or ramp projects that are critical for economic development, but cost inflation and the fixed \$.11 per gallon State and Federal gas tax are resulting in delay to needed projects throughout the State and country

d. Consider Establishment of Community or County-wide Economic Development Corporations.

Financial assistance programs in economic development are a potentially complementary, parallel activity to actions designed to make land available. Such programs are oriented to helping small businesses, and most often in existing depressed areas. This financial assistance approach could include setting up community or Countywide economic development corporations in order to improve land or build facilities for industrial expansion.

In any community or Countywide, an economic development corporation could be set up with broad redevelopment powers, including lease revenue bond financing and full or partial tax exemption on property it owns or leases. Using the Small Business Administration (SBA) 502 Loan Program, a community development corporation can take care of high front-end costs with a revolving fund of capital for project financing. This program can be used to assist new businesses to locate in an eligible area, as well as to preserve jobs in companies that might otherwise cease operations. Cloverdale has used this program to set up a Local Development Corporation (LDC). The LDC has authority for up to \$750,000 in loans, and has assisted in the expansion of one firm to date.

The State's Business and Industrial Development Corporation (BIDCO) Law, amended in 1976, also provides a vehicle for fostering small business development in California. Although this mechanism has not been used often to date, with only two operating in early 1979, BIDCOs, licensed by the State qualify as development corporations under the Federal Small Business Investment Act (Section 501 and 502) and are eligible lending institutions under Section 7a of the Small Business Act.

F. Inter-and Intra-Government Co-operation

Economic Development is not the responsibility of one agency or organization; it requires the cooperation of many individuals and sectors working together toward a common goal. These sectors include the County and cities planning or community development departments, other governmental departments or agencies (public works, sewer districts

etc.), the Economic Development Board, and those firms or individuals developing industrial or commercial facilities in the County.

Functions of planning or community development departments include: monitoring the rate of industrial and commercial development, recommending policies that will clarify economic development goals, rezoning desirable sites, and otherwise improving the permit approval process. It also is essential that policies and programs be advocated that will preserve the functions of existing industrial and commercial areas, and encourage the preservation and re-use of existing structures whenever possible. The Railroad Square project in Santa Rosa and the Petaluma CBD Redevelopment Plan represent good examples of such programs. Where appropriate, community development corporations also should be established to further economic development goals.

Other public agencies and departments should adopt policies that are consistent with each other, and a greater degree of intergovernmental coordination clearly is required. Five-year improvement plans should be formulated clarifying expectations with regard to public infrastructure. Finally, review and processing procedures need to be streamlined.

The Economic Development Board (EDB) should play both an advocacy and coordination role. As a first point of contact for some firms considering a new Sonoma County facility, the Economic Development Board can serve as a valuable information and knowledge resource. By guiding firms to appropriate jurisdictions or individuals, the EDB can assist in the search process. Perhaps most importantly though, the EDB should act in an advocacy role, working with local agencies to simplify permit procedures and allow simultaneous processing, and working with prospective firms to interpret and comply with environmental regulations. An example of the latter would be for the EDB to identify candidate firms for air polluting emissions buy-outs under the new source review process of the Bay Area Air Quality Management District.

Once intergovernmental coordination and capital improvement planning clarify the public goals and provide guidance toward development of appropriate areas, developers and/or business tenants have a responsibility to improve land to acceptable standards and contribute to public infrastructure required to serve their projects. Industrial development firms should seek to provide coordinated industrial park development with more internal standards, thus lessening the need for governmental review.

#### G. The Next Steps

This proposed economic development plan for Sonoma County should be reviewed and adopted by all eight cities and the County. After adoption of the final plan, a summary report will be prepared. This summary will distill the essential elements of the plan for use by each city and the County. It will be available to the general public, including prospective developers.

Once adopted, the plan will be a comprehensive guide to economic development in Sonoma County. Minor modifications to the plan may be made by affected jurisdictions individually. It is recommended, however, that major modifications to the plan be considered by all jurisdictions because a major modification could affect the whole County.









## VIII. SUMMARY OF SIGNIFICANT ENVIRONMENTAL IMPACTS

### A. Significant Environmental Effects of the Proposed Project

A description of environmental impacts of the proposed plan is contained in the Planning Area portion of Chapter V, the Zoning Plan. An environmental evaluation of commercial and industrial sites considered for analysis in the preparation of this plan is contained in the technical report prepared by Blayney-Deytt Associates, "Site Analysis and Development Priorities" published June 29, 1979, for this Industrial/Commercial Study. Additional textual and mapped information are located in the Sonoma County Planning Department, Room 105A, 2555 Mendocino Avenue, Santa Rosa, California 95401.

### B. Significant Environmental Effects which Cannot Be Avoided if the Plan is Implemented.

Significant environmental effects are discussed in Chapter V of this report. A summary of these effects is warranted, however.

- a. Loss of agricultural land: Implementation of this plan will result in the loss of Class I and II soils to development. Proper phasing of development within the framework of the year 2000 growth projection will assure that only a limited amount of land suitable for agricultural production will be lost. Most of the land designated for development is located in existing or projected urban areas, so the plan as a whole is sensitive to the County's high priority to preserve agricultural production areas in agricultural use.

- b. Increased air pollution: Job creation that might result indirectly from the adoption of this plan will cause an increase in the number of vehicle movements in Sonoma County resulting in increased air pollution.
- c. Increased noise: Increased noise due to higher traffic volumes in areas designated for industrial and commercial development will result from implementation of this plan.
- d. Increased water run-off: Additional industrial and commercial development will mean the construction of impervious surfaces and increased water run-off.

C. Mitigation Measures Proposed to Minimize the Significant Effects

1. The loss of agricultural land on sites proposed for industrial and commercial development is an impact that cannot be mitigated. Sites were carefully selected in areas, for the most part, already committed to urban development. Moreover, restriction of commercial and industrial development to the sites designated in the plan will allow for the preservation of agricultural land elsewhere in the County. Several hundred acres of land currently zoned industrial but having agricultural potential are recommended for rezoning. All these measures are a form of indirect mitigation of potentially adverse impacts upon agriculture.

2. The Sonoma County General Plan contains a thorough air quality study based on the population and employment projections upon which this plan is based. Air quality impacts will not be adverse if strict emission controls continue to be exerted in Sonoma County; otherwise, the impact on air quality could be severe.

3. The Sonoma County General Plan contains an evaluation of noise impacts on major roads in Sonoma County. The noise contours resulting from this study should be used as a basis for formulation and adoption of a Countywide noise ordinance authorizing the exertion of noise mitigation controls along high noise thoroughfares. Most of the



sites designated in this plan are away from dense residential development. Where commercial and industrial designations are made near residential areas, mitigation measures authorized by the noise ordinances should be required.

4. Complete drainage plans will be required for industrial and commercial development. The creation of unnecessary impervious surfaces should be discouraged in the design review process.

#### D. Alternatives to the Proposed Action

Six alternatives, four short-range and two long-range, were prepared by Blayney-Dyett Associates. These alternatives are briefly described in Chapter V of this report. A further description of these alternatives is described in Chapter IX of this report. Generally Alternative No. 3 reflects the approach to commercial and industrial development recommended in this plan. That is, the plan promotes industrial and commercial development in incorporated and unincorporated communities throughout the County. The plan intends to foster greater self-sufficiency among the County's communities, to focus growth in urban areas, and to discourage intra-and out-of-County commuting.

The alternative not evaluated in the study is the No Project Alternative. The No Project Alternative is defined as independent implementation of each of the cities' and the County's general plans. This alternative was considered by each City Council and the Board of Supervisors prior to inauguration of this study. All jurisdictions agreed that formulation of a jointly developed economic development plan was preferable to autonomous action in such an interrelated area as industrial and commercial development. Therefore, the No Project Alternative was rejected prior to initiation of this study. This alternative still could be pursued if the cities choose not to adopt the proposed plan or the plan as modified. In this case, the Board of Supervisors could adopt a plan only as it pertains to the unincorporated portion of the County. This approach would still accomplish the purpose of bringing industrial and commercial zoning in the unincorporated areas into consistency with the County General Plan.

#### E. Relationship Between Short-Term Uses and Long-Term Productivity

The proposed economic development plan is justified now because of the need to bring industrial and commercial zoning into consistency with the County General Plan. The justification for a joint cities/County study is directly related to both short and long-term implementation of the cities' and the County's general plans. The enunciation of precise economic goals and delineation of lands earmarked for industrial and commercial development is perceived as necessary because of the relationship between employment and population growth. The population goals of the County cannot be met if they are not consistent with employment goals. This plan attempts to mesh the two.

#### F. Significant Irreversible Changes

Irreversible changes are inevitable in a plan which accommodates growth. This plan attempts to minimize irreversible environmental changes both in the location of commercial and industrial land uses and in the level of employment growth accommodated. Still, the following changes can be anticipated:

- a. Air quality: Air quality impacts are discussed in Sections B and C of this chapter.
- b.
- b. Noise: Noise is discussed in Section B and C of this chapter.
- c. Soils: The loss of agricultural soils is discussed in Sections B and C of this chapter.
- d. Wildlife and Vegetation: Increased acreage devoted to commercial and industrial development will lead to some loss of native vegetation and wildlife habitat area.
- e. Groundwater Availability: Some of the industrial and commercial sites recommended for development must rely upon groundwater for water supply rather than surface water. Most of the areas designated for development are located where there is a large reserve of groundwater. Utilization of groundwater

in such areas is preferred to the provision of surface water from the Russian River or other sources.

G. Growth-Inducing Impact of the Sonoma County Economic Development Plan

Implementation of this plan will have a growth-inducing impact within the framework of the adopted cities' and the County's general plans. Improper phasing of industrial and commercial development could result in accelerated development in excess of Countywide projections. To avoid this occurrence, the plan should be carefully monitored and measures implemented to keep growth from occurring in excess of the amount and rate contained in the projections.





## IX. ALTERNATIVES TO THE PROPOSED PLAN

Alternatives to the proposed plan were developed by Blayney-Dyett Associates and included in their technical report "Site Analysis and Development Priorities", June, 1979. This report concluded that the lack of excess commercial land precluded the formulation of commercial alternatives, but that the excess of industrially zoned or designated land invited the formulation of alternative scenarios to guide industrial development in the County. The plan as proposed is based largely on the analysis found in this report and responses to the plan alternatives submitted by the Industrial/Commercial Steering Committee, the cities and County planning commissions and/or city councils, planning and other staff members of the cities and County, and the Sonoma County Economic Development Board. The chapter is divided into two parts: short and long term phasing options. Each option is analyzed by Planning Area. When no industrial acreage is available because of the criteria of the option, the Planning Area is not discussed.

### A. Description of Short-Term Industrial Phasing Options

Definitions: Short-term phasing Option is an industrial land use alternative that identifies the short-term (1980 to 1985) supply of land available for industrial use within a specified set of assumptions.

Summary of Demand and Available Land Supply: The four phasing options identify the supply of land that is or could relatively easily be made available for industrial or heavy commercial development. The options delineate assumptions that guide the choice of sites from among many potential sites. The options are not discrete alternatives; so, lands available under one alternative can be made available under another.

### Countywide Industrial Land Need Projection:

1980-85 Demand: 275 acres  
1980-2000 Demand: 940 acres

The demand projection indicates the amount of land that is likely to be developed for industrial purposes. The 1980-2000 demand includes the 1980-85 demand projection.

### Developable Industrial Acreage Under Each Short-Term Phasing Option:

	First Priority	Second Priority	TOTAL	1980-2000 Land Need Projection	% Net
#1. Centralized Sewer	285	634	919	940	97.8%
#2. Traffic Re- stricted	201	1,270	1,471	940	156.4%
#3. Controlled Decentral- ization	291	1,405	1,696	940	180.4%
#4. All Sewered Sites	371	1,025	1,396	940	148.5%

Blayney-Dyett Associates believe that a supply of land that is about 150% of demand should be sufficient to allow the market to operate. Options 2, 3, and 4 provide sufficient land supply to meet the long range (year 2000) need for available industrial land.

#### OPTION #1: Centralized Sewer

This option should limit industrial development to Petaluma, Rohnert Park, and Santa Rosa where sewer is already available. Strong policies would be needed to discourage industrial development in the other five cities, unincorporated communities and other potential industrial areas, notably the Sonoma County Airport and Todd Road area.

#### Petaluma Planning Area

First and second priority sites are designated, all east of Highway 101. The major sites are the North Bay and Petaluma Industrial Parks and the Lakeville Highway area. Some large acreage sites should be reserved along Lakeville Highway where 5 to 10 acre densities are recommended in the industrial area.

#### Industrial Sites:

1. A38/I6 (Lakeville Harcourt)	117 acres
2. A38/I7 (Lakeville-Sola)	20
3. F33/I7 (North McDowell)	23
4. A38/I5 (Lakeville-McDowell)	103
5. F33/I1 (East Old Redwood Highway near railroad)	11
6. F33/I4 (Old Redwood Highway/Highway 101)	27
7. F33/I5 (North McDowell/Corona)	63
8. F33/I6 (Highway 101-railroad)	36
	<hr/> 400 acres

### Rohnert Park/Cotati Planning Area

Sites in this option are located exclusively in the City of Rohnert Park both east and west of Highway 101 in the vicinity of the Rohnert Park Expressway. Some sites should be held to five to ten acre density.

#### Industrial Sites:

1.	A33/I4	(West of Hwy 101, No. of R.P. Exp.)	10 acres
2.	A33/I1	(East of Hwy 101, No. of R.P. Exp.)	61
3.	A33/I2	(West of Hwy 101, No. of R.P. Exp.)	121
4.	A33/I5	(West of Hwy 101, No. of R.P. Exp.)	50
			<u>242</u> acres

### Santa Rosa Planning Area

Sites in this option are limited to areas already served by sewer and water and within the existing city limits. Industrial development in the Todd Road area, Santa Rosa Air Center, and Sonoma County Airport would not be appropriate. This option would tend to diminish Santa Rosa's role as the center of basic employment in the County because Petaluma would have more and Rohnert Park almost as much land available for industrial development.

#### Industrial Sites:

1.	A27/I1	(Piner Road north)	35 acres
2.	A27/I2	(Piner Road south)	15
3.	A27/I4	(West Steele Lane)	15
4.	C27/I6	(Santa Rosa Business Park)	50
5.	A27/I3	(Fountain Grove)	150
6.	C27/I7	(College Avenue)	12
			<u>277</u> acres

### OPTION #2: Traffic Restrictions

This option designates first and second priority sites that are least constrained by traffic congestion. The effect of this option is to distribute industrial development throughout the County. Petaluma and Rohnert Park would receive very few sites because of traffic restrictions. Industrial development is concentrated along the Highway 101 corridor from Santa Rosa to Healdsburg.

### Cloverdale Planning Area

One site south of the existing city limits near the proposed Highway 101 Cloverdale Bypass is designated.

#### Industrial Sites:

1.	FS/I3	(Cloverdale urban expansion area)	82 acres
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### Healdsburg Planning Area

Industrial sites are identified in both Healdsburg and Windsor. This option maximizes industrial development in these two communities. Two of the sites are located north of Healdsburg's urban expansion boundary near Lytton Springs Road and are not recommended for serious consideration as potential industrial sites.

#### Industrial Sites:

1.	A21/I1	(Grove Street)	5 acres
2.	A20/I2	(Foss Creek)	34
3.	A20/I5	(Old Redwood Highway)	75
* 4.	E14/I2	(North of Idaco)	13
* 5.	E14/I3	(North of Idaco)	18
6.	C20/I1	(North Windsor)	6
7.	C20/I2	(North Windsor)	14
8.	F20/I10	(Windsor Industrial Park)	77
			<hr/> 242 acres
* Inappropriate sites due to floodplain and location outside City's urban expansion boundary.			

### Petaluma Planning Area

Only one site is identified in this option; it is located near Highway 101 on Petaluma Boulevard South. This option would be difficult for the city to implement because several industrial sites that are now partially built up would not be further developed.

#### Industrial Sites:

9.	A38/I4	(Petaluma Blvd. South)	6 acres
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### Rohnert Park/Cotati Planning Area

In this option two industrial sites in Cotati are the only ones designated for industrial development. Rohnert Park is not shown for any industrial uses, which would be contrary to the County's community-centered growth policy.

#### Industrial Sites:

5.	A33/I3	(West of Hwy 101, north of channel)	58 acres
6.	A33/I7	(West of Hwy 101, south of channel)	40
			<hr/> 98 acres

### Santa Rosa Planning Area

A large number of sites both in the incorporated and unincorporated portions of this planning area are shown for industrial development. In this option the Santa Rosa Planning Area resumes its role as the basic industry center of the County. However, because of traffic constraints, Fountain Grove is not designated for industrial development.



Industrial Sites:

1.	See Option #1	35 acres
2.	See Option #1	15
3.	See Option #1	15
4.	See Option #1	50
7.	C27/I1 (Roseland area)	15
8.	C27/I3 (Roseland area)	8
9.	C27/I4 (Roseland area)	7
10.	C27/I9 (West 3rd Street)	3
11.	D26/I2 (North of Sebastopol)	13
12.	C27/I5 (Barham Road)	6
13.	C27/I8 (Roseland area)	3
14.	D26/I1 (East of Santa Rosa Air Center)	62
15.	F20/I1 (Adjacent to Standard Structures)	33
16.	F20/I3 (North of Airport Blvd)	200
17.	F20/I6 (South of Airport Blvd)	111
18.	F20/I7 (South of Airport Blvd)	37
19.	E27/I4 (North of Todd Road)	34
20.	E27/I2	76
21.	E27/I3 (Bellevue/Hearn)	48
		<hr/> 771 acres

Sonoma Valley Planning Area

One modest industrial site is located in this option. It is assumed that sewer service is not provided.

Industrial Site:

1.	F35/I3 (8th Street E., north of Napa Road)	22 acres
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OPTION #3: Controlled Decentralization

This option distributes industrial employment to all cities and to some unincorporated areas. It has the potential to most nearly achieve the goal of self-sufficiency that is desired by many communities. This option could, however, intensify development pressures on agricultural lands and threaten community separation. Sites in Santa Rosa are limited to within the existing city limits; there are a large number of sites in all the other cities.

Cloverdale Planning Area

This option shows industrial sites both inside and outside Cloverdale's urban expansion boundary. The site shown north of the city is not consistent with goals and policies for industrial location and should be recommended for deletion.

Industrial Sites:

1.	F5/I3 (Cloverdale south)	82 acres
2.	D5/I1 (McCray Road)	9
3.	F5/I1 (Cloverdale south)	79
4.	F5/I2 (Cloverdale south)	24
		<hr/> 194 acres

### Healdsburg Planning Area

This option designates several sites both in Healdsburg and in Windsor. Some of the Windsor area sites are located in or near community separator lands. This option would strengthen the industrial base of both communities. It is most appropriate for Windsor if one assumes that the community is heading toward incorporation.

#### Industrial Sites:

1. See Option #1	5 acres
2. See Option #1	34
3. See Option #1	75
4. See Option #1	13
9. A20/13 (South of Healdsburg Avenue, west of Russian River)	15
6. See Option #1	6
7. See Option #1	14
8. See Option #1	77
10. F20/18 (E. of 101, Shiloh interchange)	14
11. F20/19 (W. of 101, Wilson interchange)	39
	<hr/>
	292 acres

### Petaluma Planning Area

The recommendations of this option are identical to Option #1 (see Option #1 for details).

### Rohnert Park/Cotati Planning Area

This option identifies industrial sites in both Rohnert Park and Cotati, and in that way meets the industrial development intentions of both communities.

#### Industrial Sites:

1. See Option #1	10 acres
2. See Option #1	61
3. See Option #1	121
4. See Option #1	50
5. See Option #2	58
	<hr/>
	300 acres

### Santa Rosa Planning Area

The recommendations of this option are identical to Option #1 for the Santa Rosa Planning Area (see Option #1 for details).

Total acreage: 277 acres

### Sebastopol Planning Area

This option is the only option that designates undeveloped acreage for industrial use. A portion of one of the sites is already committed to medical services development, and industrial use could

well be incompatible. Sebastopol in all options has potential for conversion of existing industrial structures to industrial uses.

Industrial Sites:

1. E26/I1 (East of Furusho's)	16 acres
2. E26/I2 (North of Hwy 12)	<u>8</u>
	24 acres

Sonoma Valley Planning Area

This planning area contains only one designated industrial area, 8th Street East. The amount of land currently zoned for industrial use far exceeds the long-range demand. Portions of this zoned acreage is constrained by flood potential and all of the area has poor access because it is necessary to cross the railroad tracks. This option identifies the maximum amount of land required for industrial use to year 2000.

Industrial Sites:

1. F35/I3 (8th Street E., north of Napa Road)	22 acres
2. F35/I2 (8th Street E., south of Napa Road)	<u>28</u>
	50 acres

OPTION #4: All Sewered Sites

This option distributes industrial development to more planning areas than Option #1 but restricts development to existing sewerage areas. It strongly supports the community-centered concept of growth.

Cloverdale Planning Area

This option is identical to Option #2 for the Cloverdale Planning Area (see Option #2 for details).

Total acreage: 82 acres

Healdsburg Planning Area

This option identifies sites that are presently located within Healdsburg's city limits. The Old Redwood Highway annexation should be discouraged if this option is accepted with no changes.

Industrial Sites:

1. See Option #1	5 acres
2. See Option #1	34
6. See Option #1	6
7. See Option #1	<u>14</u>
	59 acres

Petaluma Planning Area

Identical to Options #1 and #3 for Petaluma.

Total acreage: 400 acres

### Rohnert Park/Cotati Planning Area

This option is a slight variation from Option #3 in that a different industrial site is designated for Cotati because the site is already serviced by sewer and water.

#### Industrial Sites:

1. See Option #1	10 acres
2. See Option #1	61
3. See Option #1	121
4. See Option #1	50
6. See Option #2	<u>40</u>
	282 acres

### Santa Rosa Planning Area

This option identifies almost all sites in the Santa Rosa Planning Area that are currently served by sewer. It contains all land identified in Option #1 and #2 with the exception of site D26/11 adjacent to the Santa Rosa Air Center.

Total acreage: 871 acres

## B. Description of Long Term Industrial Phasing Options

Definition: The long-term phasing option is an industrial land use alternative that identifies the long-term (1980 to 2000) supply of land available for industrial use within a specified set of assumptions.

Summary of Demand and Available Land Supply: The two phasing options identify the supply of land that could be made available for industrial and heavy commercial uses between 1980 and 2000. The crucial supply of land is industrial land that is in addition to the supply made available during the short term, from 1980 to 1985. The long term options complement and add to the short term options. The long term option that is finally selected by the cities and County should represent the total amount of industrially zoned vacant land in Sonoma County. Other land that is currently zoned for industry should be considered for re-zoning to a non-industrial category.

#### Countywide Industrial Land Need Projection:

1980-85	Demand:	275 acres
1980-2000	Demand:	940 acres

Note: The demand projection indicates the amount of land that is likely to be developed for industrial purposes. The 1980-2000 demand includes the 1980-85 demand projection. The long term supply of land that



will be made available should exceed the projection enough to allow for a competitive market but not so much that industrial lands will be only partially developed and inefficiently utilized.

Developable Industrial Acreage Under Each Long Term Phasing Option:

					1980- 2000 Need Projec- tion	% Land in Excess of Demand
	First Priority	Second Priority	Third Priority	Total		
#5 Industrial Parks with Controlled Decentral- ization	467 (with Hwy. 37)	1,345	256 (900)	2,068 (2,968)	940	120% (215%)
#6 General Plan	618	961	366	1,945	940	107%

OPTION #5: Industrial Parks with Controlled Decentralization

This option focusses industrial uses in industrial parks that are scattered throughout the County. Cloverdale, Healdsburg and the Sonoma County Airport are maximized while fewer sites are identified in Petaluma and Santa Rosa than in Option #6. This option does raise conflicts particularly with the community-centered concept of both cities and County General Plans.

Cloverdale Planning Area

This option identifies four potential industrial sites. The three to the south of the existing city limits are identified in the Cloverdale General Plan and acknowledged by the County Board of Supervisors as being consistent with the County General Plan. The fourth site, north of the Cloverdale urban expansion boundary in Preston was included in the Blayney-Dyett Associates analysis, but is inconsistent with both the city's and County's General Plans. This site should be considered for rezoning to a non-industrial zoning category.

Industrial Sites:

1. F5/I1 (South Cloverdale)	79 acres
2. F5/I2 (South Cloverdale)	24
3. F5/I3 (South Cloverdale)	82
4. D5/I1 (Preston)	9
	<hr/>
	194 acres

Healdsburg Planning Area

This option identifies a large number of sites in both Healdsburg and Windsor. Some of these sites are not consistent with County and/or

city general plan priorities and should be recommended for rezoning to non-industrial zoning categories. This option assumes that the County Airport is expanded to allow for commercial, jet air traffic, that Airport Boulevard is improved to four lanes, that sewer service is extended both north and south of Airport Boulevard and from Wilson Lane to south of Shiloh Road.

#### Industrial Sites:

1.	A20/I1	(Grove Street)	5 acres
2.	A20/I2	(Foss Creek)	34
3.	A20/I5	(Old Redwood Highway)	75
*4.	E14/I2	(East & South of Lytton Springs Road)	13
5	A20/I3	(South of Healdsburg Avenue)	115
6.	C20/I1	(North Windsor)	6
7.	C20/I2	(North Windsor)	14
8.	F20/I10	(Windsor Industrial Park)	77
**9	F20/I8	(N.E. of Shiloh, 101 interchange)	14
**10	F20/I9	(North of Wilson Lane)	39
			<hr/> 292 acres

\* Plan conflicts, outside urban boundary designation

\*\* General Plan conflict, community separator

#### Petaluma Planning Area

This option designates the same sites as are designated in short range options numbers 1, 3 and 4. Should this option be selected, then these eight sites will provide an adequate 20 year supply of land for industrial use. A + 900 acre site along Highway 37 is also addressed as a potential site in this option at the request of the property owners.

#### Industrial Sites:

1.	A38/I6	(Lakeville, Harcourt)	117 acres
2.	A38/I7	(Lakeville, Sola)	20
3.	F33/I7	(North McDonald, Hwy. 101)	23
4.	A38/I5	(Lakeville, South McDonald)	103
5.	F33/I1	(Old Redwood Highway, Railroad)	11
6.	F33/I4	(Old Redwood Highway, Hwy. 101 Inter- change)	27
7.	F33/I5	(Corona Road)	63
8.	F33/I6	(Highway 101, Railroad)	36
			<hr/>
			Sub Total      400 acres
9.	E39/I1	(Highway 37)	900
			<hr/> 1,300 acres

#### Rohnert Park/Cotati Planning Area

This option designates the same sites as in short range Option #3. The 20 year demand for industrial land can be accommodated by these sites. One additional site of about 15 acres not investigated by Blayney-Dyett Associates is located south of East Cotati Avenue and west of the railroad tracks in the city of Cotati, and should be added to the long range options in this planning area.

Industrial Sites:

1.	A33/I4	(RP, W of H 101, N of RP Exp.)	10 acres
2.	A33/I1	(RP, E of H 101, N of RP Exp.)	61
3.	A33/I2	(RP, W of H 101)	121
4.	A33/I3	(Cotati, N of Channel)	58
5.	A33/I5	(RP, W of H 101)	50
			<hr/> 300 acres

Santa Rosa Planning Area

This option is identical to short range Option #1 inside the City of Santa Rosa with the addition of one site just east of the Santa Rosa Air Center. Implementation of this option would require great restraint, as many industrial sites in the unincorporated portion of the County south of Highway 12 would not be encouraged for industrial development. However, lands around Sonoma County Airport would be encouraged for industrial uses. This option assumes upgrading the airport to promote commercial, jet air traffic.

Industrial Sites:

1.	A27/I1	(N. of Piner Rd.)	35 acres
2.	A27/I2	(S. of Piner Rd.)	15
3.	A28/I3	(Fountain Grove)	150
4.	A27/I4	(West Steele Lane)	15
5.	C27/I6	(Santa Rosa Business Park)	50
6.	C27/I7	(South of College Avenue)	12
7.	E27/I8	(East of Air Center)	30
8.	F20/I2	(South of Shiloh, West of Railroad)	40
9.	F20/I3	(North of Airport Boulevard)	200
10.	F20/I4	(Between Shiloh Rd. & Airport Blvd.)	12
11.	F20/I5	(NE of County Airport)	63
12.	F20/I6	(South of Airport Boulevard)	111
13.	F20/I7	(South of Airport Boulevard)	37
14.	F20/I11	(South of Airport Boulevard)	38
			<hr/> 808 acres

Sebastopol Planning Area

This planning area has few new industrial sites, and only two are identified in this option. There is potential both in Sebastopol and Graton for conversion of existing industrial structures to alternative industrial uses.

Industrial Sites:

1.	E26/I1	(East of Furusho's)	16 acres
2.	E26/I2	(North of Highway 12)	8
			<hr/> 24 acres



### Sonoma Valley Planning Area

This option identifies two sites along Eight Street East. It is unlikely that sewer would be extended to either of these sites because of their remoteness from trunk lines. These sites would allow for moderately dense industrial uses.

#### Industrial Sites:

1. F35/I3	(North of Napa Road)	28 acres
2. F35/I2	(South of Napa Road)	<u>22</u>
		50 acres

#### OPTION #6: Centralized Sewer (Referred to in Blayney-Dyett Associates Report as "General Plan")

This option tends to focus industrial development in existing urban centers where sewer exists today. Development is concentrated in Santa Rosa and Petaluma. The northern tier from Sonoma County Airport north to the Mendocino County line contains fewer sites than Option #5. In all likelihood, Sonoma County Airport remains a general aviation airport and does not facilitate jet air traffic.

### Cloverdale Planning Area

In this option no industrial sites are designated in the Cloverdale Planning Area.

### Healdsburg Planning Area

This option would allow for limited industrial development. Healdsburg's Old Redwood Highway annexation is not encouraged. Limited industrial development would be encouraged in Windsor.

#### Industrial Sites:

1. A20/I1	(Grove Street)	5 acres
2. A20/I2	(Foss Creek)	34
6. C20/I1	(North Windsor)	6
7. C20/I2	(North Windsor)	14
8. F20/I10	(Windsor Industrial Park)	<u>77</u>
		136 acres

### Petaluma Planning Area

This option stresses industrial development in Petaluma even more than Option #5. There are no industrial sites in this planning area outside Petaluma's urban area boundary.



Industrial Sites:

1.	See Option #5	117 acres
2.	See Option #5	20
3.	" " "	23
4.	" " "	103
5.	" " "	11
6.	" " "	27
7.	" " "	63
8.	" " "	36
9.	F33/I2 (NE Hwy. 101, Old Redwd. Inter.)	12
10.	F33/I3 (Rainsville, Stony Point)	60
11.	F33/I10 (Petaluma Blvd., Railroad)	63
12.	F33/I11 (East of Stony Point, Rainsville)	13
		<hr/>
		548 acres

Rohnert Park/Cotati Planning Area

This option differs from Option #5 only in that the industrial site in Cotati south of the channel is designated, not the one to the north. As in Option #5, the Cotati industrial site south of East Cotati Avenue is recommended for inclusion.

Industrial Sites:

1.	See Option #5	10 acres
2.	" " "	61
3.	" " "	121
5.	" " "	50
6.	" " "	40
		<hr/>
		282 acres

Santa Rosa Planning Area

Numerous sites for industrial use are designated in Santa Rosa but fewer sites near the County Airport than in Option #5. As in Option #5, the Santa Rosa Air Center is not designated for industrial development. Several sites between Todd Road and Hearn Avenue are designated in this option.

Industrial Sites:

1.	See Option #5	35 acres
2.	" " "	15
3.	" " "	150
4.	" " "	15
5.	" " "	50
6.	" " "	12
12.	" " "	111
13.	" " "	37
15.	F20/I1 (Adjacent to Standard Structures)	33
16.	E27/I4 (Industry West)	34
17.	E27/I2 (Bellevue Avenue)	76

Industrial Sites (continued)

18.	E27/I3	(Bellevue Avenue)	48 acres
19.	C27/I1	(Roseland)	15
20.	C27/I3	(Roseland)	8
21.	C27/I4	(Roseland)	7
22.	C27/I9	(N.W. Hwy. 101 and Hwy. 12)	3
23.	D26/I1	(N.E. of SR Air Center)	62
24.	D26/I2	(Hwy. 12, N. of Santa Rosa Air Center)	13
25.	C27/I5	(Barham Avenue)	6
26.	C27/I8	(Roseland)	<u>3</u>
			733 acres

Sebastopol Planning Area

In this option only one site is designated for the Sebastopol Planning Area.

Industrial Site:

2.	E26/I2	(N. of Hwy. 12)	8 acres
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Sonoma Valley Planning Area

Three sites are designated in this option, all along Eighth Street East. One site is located in the vicinity of the Sonoma Sky Park Airport. It is assumed that sewer service could be extended directly to this site from the Sonoma Valley County Sanitation District's treatment plant, which is located in this area.

Industrial Sites:

1.	F35/I3	(N. of Napa Road)	28 acres
2.	F35/I2	(S. of Napa Road)	22
3.	F35/I1	(N treatment plant)	<u>188</u>
			238 acres







## APPENDIX I - DEFINITIONS

Economic Base: The economic structure of a city, county or region consisting of basic and non-basic employment, which represent the commercial and industrial activities of the area.

Some basic and non-basic employment can be either industrial or commercial in character. Basic employment in the Sonoma County study consists of 12 basic employment groups and non-basic employment consists of six groups and is referred to as population serving employment. These combined 18 categories are the subheading "Standard Industrial Classifications" for 9721 job descriptions used by the U.S. Bureau of the Census.

Population-Serving Employment: The gross internal or non-basic employment of a city's employment. The local or relatively immobile activities which are not readily transported out of a city's economy as products.

Basic-Employment: This employment is usually referred to as the gross export goods or services exported out of a city's economy.

Commercial Development: Physical site placement or erection of any solid internal structure for the purpose of providing marketable goods and services. Also, commercial development refers to the commercial portion of a city's economic base portion related to the retailing and wholesaling of goods and services.

Industrial Development: Physical site placement or erection of any solid material or structure for the purpose of engaging in the manufacturing or production of goods that can be exported, including manufacturing or research activities.

Median Income: Referring to household or family income, the amount of annual income at which 50% are below and 50% above, or the precise midpoint.

Industrial Parks: Areas of land containing a number of industrial or related facilities. Industrial parks are characterized by a mix of manufacturing service and warehouse facilities with a wide variation in the proportion of each type of use from one location to another. Many industrial parks contain highly diversified facilities--some with a large number of small businesses and others with one or two dominant industries. Often, development of industrial parks is guided by a master plan which contains lot sizes, standards for development and utility services plans.

Manufacturing Facilities: Facilities where the primary activity is the conversion of raw materials or partially processed materials into finished products.

Warehouse Facilities: Facilities which are all or largely devoted to storage of materials.

Industrial Employment: Industry as used in the compilation of economic statistics describes a type of economic activity engaged in by a firm or group of firms. The Standard Industrial Classification system provides numerical classifications for these activities.

1. Manufacturing - This includes both light and heavy manufacturing uses. Heavy manufacturing uses are not separated from light manufacturing because the amount of growth.
2. Heavy commercial - This includes wholesaling uses, warehousing and open storage areas separate from manufacturing, truck and bus depots and wrecking and corporate yards. It basically corresponds to the County C-3 (General Commercial) District but is included under industrial land uses.

Commercial Employment:

3. Light Commercial - This includes stores, offices, hospitals, and other medical services, indoor recreation areas and motels and hotels. It does not include government and outdoor recreation functions such as golf courses and resorts.

Economically Disadvantaged Area (EDA) is a priority area for the services provided by the Employment Development Department. It consists of contiguous census tracts within an urbanized area, wherein 20 percent of the families reported an annual income of less than \$4,000, it has a population of not less than 20,000 according to the most recent Federal census. It can also be a comparable area which, because of technical factors, cannot be isolated by census tracts.

Employment and Unemployment

1. Civilian Labor Force consists of all persons 16 years of age or over within a specified geographic area who are either employed or unemployed. The term "civilian" indicates that all persons serving in armed forces are excluded. The term "total labor force", used rarely, indicates that the armed forces are included.
  - a. Employed persons comprise (1) all civilians who, during a specified week, did any work at all as paid employees in their own business or profession, or on their own farm, or who worked 15 hours or more as unpaid workers on a farm or in a business operated by a member of the family, and (2) all those who were not working but who had jobs or businesses from which they were temporarily absent because of illness, bad weather, vacation, or labor-management dispute, or because they were taking

time off for personal reasons, whether or not they were paid by their employers for time off, and whether or not they were seeking other jobs. Excluded from the employed group are persons whose only activity consisted of work around the house (such as own home housework, painting or repairing own homes, etc.) or volunteer work for religious, charitable, and similar organizations.

Employment Demand, as used for labor market analysis and for civilian labor force projections, is a term which describes the volume and trend of job opportunities which exist, and are expected to be available over a given period of time. It is comprised of the following major components:

1. Expansion Demand - The new job openings created by expansion in a given occupation or industry.
2. Replacement Demand - The number of jobs resulting from workers leaving the labor force permanently, or for an extended duration, by reason of disability, retirement, emigration, death, or entry into the military.

Employment Analysis is concerned with the measurement and evaluation of economic forces as they relate to the employment process in the local labor market area. It considers the many variables that affect labor demand-supply relationships, including such factors as population growth and characteristics, industrial structure and development, technological developments, shifts in consumer demands, volume and extent of unionization and trade disputes, recruitment practices, wage levels, conditions of employment, and training opportunities.

Labor Market Area consists of a central city or cities, and the surrounding territory within normal commuting distance. It typically includes one or more counties which represent an economically integrated geographic unit within which workers may travel to work or change jobs without changing their place of residence. The area takes the name of its central city or cities.

The boundaries depend primarily on economic and geographic factors, and not on political jurisdictions. When significant changes in economic and population trends, and commuting patterns occur, area boundaries are subject to change.

Labor Supply is the number of workers either unemployed and actively seeking work or who would actively seek work if they believed jobs to be available.

Major Labor Areas usually have at least one central city with a population of 50,000 or more. In most instances boundaries of major labor areas coincide with those of SMSA's as determined by the Office of Management and Budget in consultation with a Federal interagency committee. Currently there are 150 major labor areas in the country. (See Area



Trends in Employment and Unemployment, a monthly U.S. Department of Labor bulletin which provides summary manpower data on 150 major labor areas. See also under Standard Metropolitan Statistical Area.

Employment Projections - A quantitative forecast of demand and/or supply of workers by industry and/or occupation.

Occupation - The name or title of a job identifying and specifying the various activities and functions of a worker.

Work Force - The estimate of employed persons by place of residence. This adjusts for substantial incommuting or outcommuting in a labor area, and also for multiple job-holding (moonlighting). Data is on a labor force basis of one person for one job, by place of residence. This reduces total employment previously attributed to a central city where workers commute in, and increases total employment in out-lying counties where workers commute from the area to jobs in central cities.

Cottage Industry - A home occupation requiring a small working area and employing few people. Refers to artisans who work and market their products either from home or from central work locations.



APPENDIX II: List of Persons and Organizations Contacted

The following individuals were interviewed by Blayne-Dyett Associates to solicit their views on industrial and commercial development issues facing the County, current and anticipated absorption rates and phasing options.

Bruce Andersen, Former Planning Director, Santa Rosa  
Frank Anderson, Pacific Gas & Electric, Santa Rosa District  
Marketing Supervisor  
Robert Anderson, Sebastopol City Councilman  
William A. Banker, Jr., Coldwell Banker Commercial Real Estate  
Kenneth Basanko, Assistant Vice President, Traffic Department,  
Southern Pacific Transportation Company  
Dr. Barry Ben Zion, Professor of Economics at Sonoma State College  
Susan Boehlje, Cotati Planning Department  
Michael Brimer, Sebastopol Planning Department  
Carl Brune, Development Specialist, Pacific Gas & Electric Co.  
William Buchanan, Santa Rosa Business Park  
Hugh Coddling, Developer, Rohnert Park  
Dan Daggett, Southern Pacific Railroad, General Manager SP Dev. Co.  
Judi Davenport, Industry West  
Ken Davenport, Industry West  
Mel Davis, Sebastopol City Manager  
Mr. Deberrry, Market Wholesale Grocery  
Stuart Dobbie, National Controls, Inc.  
Robert Dunn, Sonoma County Airport Director  
W. C. Ersted, Industrial Realty Company  
James Keegan Jr., Keegan & Coppin Real Estate  
Richard Lehtinen, Sonoma County Planning Department  
T. A. Nilsen, Broker  
Richard Norton, Sonoma County Water Agency  
Harold Pederson, Economic Development Board  
Steven Piazza, Superior Aluminium Body  
Charles Regalia, Santa Rosa Planning Department  
Herbert Sabel, Sabel Engineering  
Paul Skanchy, Rohnert Park Planning Director  
Marshall Ward, Western Pacific Development Corporation  
Clint Wilson, MacElhenny, Levy, & Company Real Estate

Additional Persons or Groups Contacted

Cloverdale: City Council, Chamber of Commerce, Local Development Corporation, Bud Groom

Cotati: Planning Commission, City Council

Healdsburg: Planning Commission, City Council

Petaluma: City Council, Chamber of Commerce

Rohnert Park: City Council

Santa Rosa: Planning Commission, City Council, Chamber of Commerce

Sebastopol: Planning Commission, City Council

Sonoma: City Council, Chamber of Commerce

Economic Development Board Members: E. D. Bonta, John W. Doolittle  
Richard D. Saxton  
John F. Sellick  
Eugene W. Traverso

Employment Development Department: Wes Doerr

Comprehensive Employment Training Act: Claire Etienne, Peggy Ziegler

Office of Commissions: Susan James

Social Service Department: Paul Allen

Human Services Commission: Gary Kovacovich

Sonoma County People for Economic Opportunity: Andrea Learned, Eddie Mae Sloan

### APPENDIX III - MAJOR INDUSTRIAL EMPLOYER SURVEY

In May, 1979, a mail-out questionnaire was sent to 800 property owners of land in industrial use in Sonoma County. The purpose of this questionnaire, prepared by Blayney-Dyett Associates, was to discern attitudes toward industrial regulations and plans for expansion. Although the sample is somewhat biased in that the questionnaire was sent only to property owners, the results indicated basic trends among Sonoma County industrialists. Questionnaires were not sent to users because names and addresses were not available; so, property owners were contacted instead. The mail back was approximately 30%, a high rate of return.

Table 1 summarizes recommendations offered by respondents to a question in the Industrial Employers Survey on how to attract new business to the County. Approximately 30 percent favored less restrictive regulations or reduced "red tape" as the most important actions. Other responses emphasized the need to "encourage the free market" and "improve officials' attitudes". Interestingly, 15 percent stated that nothing should be done to encourage new business in the County, indicating a strong concern about the potential adverse effects of continuing rapid economic development. Eleven percent recommended that tax incentives should be offered to attract new industry. However, this would require new state legislation, as California law does not permit local tax incentives (lower rates) to be given for privately owned and financed development.

Other respondents suggested rezoning more land for commercial and industrial development. A final group thought improvements to the transportation system were most important, including the Cloverdale bypass.

Table 2 illustrates the respondents' evaluation of current industrial area zoning regulations. Approximately one-third stated that current regulations are too tough, while 50 percent believe they are about right or not strong enough (49.6 percent). Table 3 summarizes comments

on current zoning regulations. Only 45 respondents (32 percent) had further comments, and processing time, arbitrary regulations, and strict landscaping requirements were to them the most bothersome aspects of the development review process.

The Industrial Employers Survey indicated a demand for 435 acres over the next five years by current Sonoma County employers. Approximately 25 percent of the respondents (see Table 4) indicated a need for more acreage, and 46 percent indicated a need for increased building area - a total of 1.9 million square feet. These findings were strongly influenced by four major employers seeking 325 acres with plans for over 500,000 square feet of additional floor area. The median space need for respondents planning expansion was 3 acres and 10,000 square feet of building space. Care should be taken in generalizing these findings because of the inherent bias in mailback, self-administered surveys sent mainly to property owners, rather than firms leasing space.

TABLE AP 3-1 RECOMMENDATIONS FOR ATTRACTING NEW BUSINESS

Categories	Number of Responses	Percent Distribution
Less Restrictive Regulations	10	11.9
Reduced Red Tape	15	17.9
Tax Incentives	9	10.7
Planned Growth	12	14.3
Improve Transportation	4	4.8
Rezone More Land for C-M Development	11	13.1
Improved Officials' Attitudes	9	10.7
Encourage Free Market	5	6.0
Other	9	10.7
Non-Response	58	--
TOTAL	142	100.0

Source: 1979 Major Industrial Employers Survey



TABLE AP 3-2. EVALUATION OF CURRENT INDUSTRIAL AREA ZONING REGULATIONS

Categories	Number of Responses	Percent Distribution
Too Tough	45	34.6
About Right	58	44.6
Not Strong Enough	6	4.6
Can't Say	21	16.2
Non-Response	12	—
TOTAL	142	100.0

Source: 1979 Major Industrial Employers Survey

TABLE AP 3-3. COMMENTS ON CURRENT INDUSTRIAL AREA ZONING REGULATIONS

Categories	Number of Responses	Percent Distribution
Procedure Takes Too Much Time	12	26.7
Landscape Requirement Too Strict	5	11.1
Requirements Seem Arbitrary	10	22.2
Other	18	40.0
Non-Response	97	--
TOTAL	142	100.0

Source: 1979 Major Industrial Employers Survey

TABLE AP 3-4. FIVE YEAR SPACE NEEDS AND MOVING PLANS OF FIRMS  
SURVEYED BY USE CATEGORY  
(Percent Distribution of Responses)

Plans	Agriculture Forest Products	Light Manufacturing	Warehouse	Heavy Industry	Total
No facility changes	35.3	31.7	38.5	52.4	38.2
Expanded building	41.2	34.1	32.7	33.3	34.4
Expanded site	5.9	4.9	1.9	—	3.1
Expanded site & building	17.6	29.3	26.9	14.3	24.4
TOTAL	100.0	100.0	100.0	100.0	100.0

Number of Respondents	17	41	52	21	134
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Site Needs (Acres)

Less than 2	66.7	28.6	57.1	50.0	45.7
3-4	--	21.4	28.6	50.0	25.7
5-12	33.3	14.3	14.3	00.0	14.3
Over 12	--	35.7	00	00	14.3
	<hr/> 100.0	<hr/> 100.0	<hr/> 100.0	<hr/> 100.0	<hr/> 100.0
Number of Respondents	3	14	14	4	35

Building Needs (Square Feet)

Less than 2,000	---	13.0	11.5	11.1	10.8
2-5,000	28.6	17.4	7.7	11.1	13.8
5-10,000	14.3	21.7	42.3	33.3	30.8
10-20,000	28.6	17.4	19.2	11.1	18.5
20-50,000	14.3	17.4	11.5	22.2	15.4
Over 50,000	<hr/> 14.3	<hr/> 13.0	<hr/> 7.7	<hr/> 11.1	<hr/> 10.8
	100.0	100.0	100.0	100.0	100.0
Number of Respondents	7	23	26	9	65

Moving Plans

No move planned	94.7	88.6	70.4	95.5	83.5
Move within Sonoma County	5.3	11.4	22.2	4.5	13.1
Move elsewhere	--	--	7.4	--	2.9
	<hr/> 100.0	<hr/> 100.0	<hr/> 100.0	<hr/> 100.0	<hr/> 100.0
Number of respondents	19	44	54	22	139

Source: 1979 Industrial Employers Survey

COUNTYWIDE INDUSTRIAL STUDY-EMPLOYER SURVEY, 1979

Please Fold and Return by May 10, 1979

Name & Title of Person Completing  
Questionnaire \_\_\_\_\_  
Tel.(707) \_\_\_\_\_

1. When did you move to your present location? \_\_\_\_\_.
2. Did you move from a location inside the County? \_\_\_\_\_; or outside? \_\_\_\_\_.
3. Total employees:      1-25                      101-150                      251-500  
                                 26-50                      151-200                      501-1000  
                                 51-100                      201-250                      1000 +
4. Site area: \_\_\_\_\_ acres (or \_\_\_\_\_ square feet) Percent currently used \_\_\_\_\_.
5. Owned                      or leased.
6. Building area: \_\_\_\_\_ square feet.
7. Looking ahead 5 years, which statement most closely describes expected location and space needs?  
No facility change      , Expanded building      , Expanded site      , Expanded site & building      .  
If expanding, how much site increase? \_\_\_\_\_ acres.  
If expanding, how much building area increase? \_\_\_\_\_ square feet.  
If moving, expected location: In Sonoma County      , Elsewhere      , Acres required \_\_\_\_\_.  
Reasons for relocating: \_\_\_\_\_  
\_\_\_\_\_.
8. Are current industrial zoning regulations (setbacks, landscaping, parking, loading, building appearance): Too tough?      , About right?      , Not strong enough?      ,  
Can't Say?      .  
Comments: \_\_\_\_\_  
\_\_\_\_\_.
9. How satisfied are you with your present location? Please check most appropriate.

	Very Satisfied	Moderately Satisfied	Dissatisfied	No Opinion
Appearance of area				
Street access & capacity				
Street construction & Maintenance				
Drainage & flood control				
Police Protection				
Fire Protection				
Sewerage				
Other _____				
Overall rating				

10. What should the County and cities do to attract new business? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Thank you for your cooperation.

1. \_\_\_\_\_ 2. \_\_\_\_\_





## APPENDIX IV - SPECIAL EMPLOYMENT GROUPS

### A. Background

Availability of desirable land and provision of adequate public services are two ingredients that encourage economic development. The question, however, should be asked: For what purpose is economic development being encouraged? The answer to this question may be debated endlessly: in fact, there is no final answer because in a basic way attitudes toward economic growth are formed by personal values rather than by facts. For the purposes of this study the answers to this question are that 1) growth will occur in this County regardless of one's attitude toward it; 2) economic growth is amenable to some direction both as to location and type, and that it is desirable for the County and its cities to foster balanced economic growth whose location and general type are anticipated prior to an actual project proposal; 3) economic growth that is consistent with adopted plans should be encouraged to allow for a healthy and diversified economic base and population mix, but economic growth that exceeds plan projections should not be encouraged; 4) economic growth should be directed toward reducing the out-of-County commute rate; 5) economic growth should be directed toward reducing unemployment.

### B. Unemployment

This chapter directs its attention to the latter concern for reducing unemployment. A premise of this plan is that employment growth that contributes to the reduction of unemployment is the most positive contributor to the County's economy. Historically, unemployment in

in Sonoma County has been at or above 10% largely due to the seasonal character of much of the work. Recently, however, unemployment has dropped almost to 7% largely because the County has attracted year-round employers and because of the infusion of CETA employees into the economy (Table AP 4-1). The persistent centers of unemployment are the Coastal and Russian River planning areas as well as the Sebastopol planning area. Efforts to reduce unemployment should be directed particularly toward these three areas.

#### C. Age Structure and Labor Force

Recent past and projected trends indicate that Sonoma County has and will continue to have a large percentage of its population in the labor force. Growth in Sonoma County is largely due to immigration and most of the new migrants are working age persons between the ages of 35 to 54. The under 10 population has not increased at nearly the pace of the middle age persons, reflecting a trend toward fewer children per household. The over 64 population is high (13%) relative to the State's percentage (9.5%) but as a percentage of the total County population, the over 64 persons are expected to decline to about 11% of the total population of 430,000 by year 2000. (Table AP 4-2, Sonoma County Age Structure).

TABLE AP 4-1. SONOMA COUNTY LABOR FORCE, EMPLOYMENT AND

UNEMPLOYMENT 1974 - 1978

Source: Employment Development Dept. (Ave. annual)

PLANNING AREA	1974				1975				1976				1977				1978			
	1 Labor Force	2 Employ. Res.	3 Unemp- loyment	4 %	1 L. F.	2 Emp Res	3 Un emp.	4 %	1 L. F.	2 Emp Res	3 Un emp.	4 %	1 L. F.	2 Emp Res	3 Un emp.	4 %	1 L. F.	2 Emp Res.	3 Un emp.	4 %
#1 Coastal	1185	1023	162	13.7	1248	1011	237	19.0	1314	1094	220	16.8	1392	1192	200	14.4	1451	1289	162	11.2
#2 Cloverdale	3868	3554	314	8.1	3972	3514	458	11.5	4229	3802	427	10.1	4530	4142	388	8.6	4793	4479	314	6.6
#3 Healdsburg	6112	5559	553	9.0	6304	5496	808	12.8	6698	5946	752	11.2	7162	6479	683	9.5	7558	7005	553	7.3
#4 Russian River	3181	2745	436	13.7	3350	2714	636	19.0	3529	2936	593	16.8	3738	3199	539	14.4	3895	3459	436	11.2
#5 Santa Rosa	43467	39545	3922	9.0	44824	39095	5729	12.7	47628	42296	5332	11.2	50930	46083	4847	9.5	53749	49827	3922	7.3
#6 Sebastopol	7758	6810	948	12.2	8117	6732	1385	17.1	8573	7284	1289	15.0	9108	7936	1172	12.9	9528	8580	948	9.9
#7 RP/Cot	9029	8112	917	10.2	9359	8020	1339	14.3	9922	8676	1246	12.6	10586	9453	1133	10.7	11138	10221	917	8.2
#8 Petaluma	12040	11208	832	6.9	12295	11080	1215	9.9	13119	11988	1131	8.6	14089	13061	1028	7.3	14954	14122	832	5.6
Sonoma Vly.	9959	9142	817	8.2	10231	9038	1193	11.7	10889	9778	1111	10.2	11664	10654	1010	8.7	12336	11519	817	6.6
SONOMA COUNTY	96600	87700	8900	9.2	99700	86700	13000	13.0	105900	93800	12100	11.4	113200	102200	11000	9.7	119400	110500	8900	7.5

Source: Employment Development Department. (Average Annual Employment)

TABLE AP 4-2. SONOMA COUNTY AGE STRUCTURE: 1975, 1980, 1990, 2000

Age	Range	1975		1980		1985		1990		2000		
0-4	16	518	(6.7%)	19,900	(6.9%)	23,300	(7.1%)	26,700	(7.3%)	26,200	(6.1%)	
5-9	19	010	(7.7%)	18,700	(6.5%)	22,600	(6.9%)	26,300	(7.2%)	28,400	(6.6%)	
10-14	22	600	(9.2%)	21,900	(7.6%)	22,900	(7.0%)	23,700	(6.5%)	30,100	(7.0%)	
15-17	13	249	(5.4%)	15,200	(5.3%)	14,700	(4.5%)	13,500	(3.7%)	18,000	(4.2%)	
Sub Total:		71	377		75,700	(26.2%)	83,500	(25.5%)	90,200	(24.7%)	102,700	(23.8%)
18-19	7	920	(3.2%)	9,200	(3.2%)	8,800	(2.7%)	8,000	(2.2%)	10,700	(2.5%)	
20-24	19	604	(7.9%)	22,200	(7.7%)	22,600	(6.9%)	22,700	(6.2%)	23,600	(5.5%)	
25-34	41	418	(16.8%)	51,800	(18.0%)	56,400	(17.2%)	59,500	(16.3%)	54,200	(12.6%)	
35-44	26	877	(10.9%)	39,100	(13.6%)	52,700	(16.1%)	67,500	(18.5%)	72,600	(16.9%)	
Sub Total:		95	819	(38.8%)	122,300	(42.5%)	140,500	(42.9%)	157,700	(43.2%)	161,000	(37.5%)
45-54	24	755	(10.0%)	26,550	(9.2%)	35,100	(10.7%)	44,100	(12.1%)	72,200	(16.8%)	
55-59	11	686	(4.7%)	13,900	(4.8%)	14,400	(4.4%)	14,600	(4.0%)	27,000	(6.3%)	
60-64	11	348	(4.6%)	12,750	(4.4%)	13,500	(4.1%)	13,900	(3.8%)	18,500	(4.3%)	
Sub Total:		47	789	(19.3%)	53,200	(18.5%)	63,000	(19.2%)	72,600	(19.9%)	117,700	(27.4%)
65-74	20	553	(8.3%)	22,700	(7.9%)	24,600	(7.5%)	25,900	(7.1%)	26,500	(6.2%)	
75+	11	564	(4.7%)	14,100	(4.9%)	16,400	(5.0%)	18,600	(5.1%)	22,000	(5.1%)	
Sub Total:		32	117	(13.0%)	36,800	(12.8%)	41,000	(12.5%)	44,500	(12.2%)	48,500	(11.3%)
Total	247	102		288,000		328,000		365,000		430,000		

Source: State Dept. of Finance Percentages, Sonoma County G.P. Population Projections



Given these trends, it is possible that labor force participation rates may increase over time as household size becomes smaller and the percentage of women in the labor increases. If this happens, the County should attempt to attract more employment than is projected in the County General Plan because the size of the labor force will exceed 200,000 with over half the labor force between the ages of 35 to 54. This size labor force would require an employment level of about 165,000 in order to avoid significant unemployment and/or out-commuting. (Table AP 4-3, Civilian Labor Force 1980-2000).

TABLE AP 4-3. Civilian Labor Force 1980-2000

1980							1985-2000	1985	1990	2000
Age	M	%	F	%	T	% of Pop Labor Force				
16	1010	40.6	590	26.2	1600	33.8	28.5%	4190	3850	5130
17	1530	57.7	1200	48.2	2730	53.1				
18	1560	66.1	1360	56.7	2920	61.3	65.7%	5780	5250	7030
19	1500	66.4	1620	67.2	3120	66.8				
20	1410	66.8	1480	65.2	2890	66.0	69.4%	15680	15750	16380
21	1470	68.7	1540	66.1	3010	67.3				
22	1540	71.3	1470	67.1	4010	69.2				
23-24	3560	82.4	2930	66.3	6490	74.3				
25-34	21930	85.9	15640	60.6	37570	73.1	72.5%	40900	43140	39300
35-44	17470	89.4	11230	58.7	28700	74.3	73.4%	38680	49550	53290
45-49	6060	89.0	3670	54.7	9730	72.0	70.4%	24700	31050	50830
50-54	5530	87.6	3430	53.5	8960	70.4				
55-59	5230	79.7	3220	45.4	8450	61.9	60.8%	8750	8880	16420
60-64	3530	59.2	2050	30.5	5580	44.0	43.8%	5900	6090	8100
65+	2510	16.3	1360	6.5	3870	10.6	10.5%	4310	4670	5100
Total	75,840	71.2	52,790	46.4	128,630	58.4		148,890	168,230	201,580

Source: E.D.D. Labor Force Projections

#### D. Low Income and Ethnic Population

Sonoma County is primarily composed of a white population. The largest minority group by far is the Spanish-American population. While many Spanish-Americans are Chicano farm laborers, some migrant and some permanent residents, a large number are permanent non-farmworker residents of the County. Minority groups are concentrated in the Santa Rosa planning area, particularly in the Santa Rosa Avenue and Roseland neighborhoods. Outside of Santa Rosa, Spanish-Americans are concentrated in the Healdsburg planning area; there are substantial numbers of Spanish Americans, however, in each planning area. (Table AP4-4, Estimated Ethnic & Racial Population by Planning Area, 1975).

There are no reliable projections of minority population to year 2000. One must assume that the trend in the County is toward higher cost housing both in urban and in rural areas and that in-migration of the poor, either white or minority, is not likely to occur in large numbers. So the growth in minority population will probably be among the relatively affluent.

As of 1975 approximately 13% of all residents of the County had household income below poverty level. Most of the household heads were unemployed or employed seasonally. The majority of poverty households lived in the Santa Rosa planning area. As a percentage of planning area population poverty households are concentrated in the Russian River, Healdsburg, Rohnert Park/Cotati and the Coastal planning areas. (Table AP 4-5, Persons Living Below Poverty Level by Ethnic Group in 1975).

A high priority recommended in this plan is to seek means to develop employment opportunities for the structurally unemployed. CETA and to some extent the Employment Development Department (EDD) are the organizations primarily responsible for job development. Their work can be aided by participation of the County Social Services Department and the Economic Development Board. In addition, private sector involvement in employment programs is necessary.

TABLE AP 4-4. ESTIMATED ETHNIC AND RACIAL POPULATION BY PLANNING AREA

Planning Area	Total Population	Caucasian	Spanish American	Black	American Indian	Asian	Other Non-White	Number & % Minority	
#1 Coastal	3,991	3,403	384	35	124	9	36	588	14.7%
#2 Cloverdale	7,953	6,737	969	3	134	21	89	1,216	15.3%
#3 Healdsburg	16,223	13,009	2,701	114	122	29	248	3,214	19.8%
#4 Russian River	10,709	9,527	951	25	50	68	88	1,182	11.0%
#5 Santa Rosa	102,229	91,125	6,979	1,538	1,113	831	643	11,104	10.9%
#6 Sebastopol	19,743	17,545	1,526	118	136	276	142	2,198	11.1%
#7 RP/Cotati	20,378	17,794	1,856	200	39	318	171	2,584	12.7%
#8 Petaluma	40,439	37,845	1,569	258	133	489	145	2,594	6.4%
#9 Sonoma Vly.	26,544	24,225	1,624	252	69	223	151	2,319	8.7%
Sonoma County	248,209	221,210	18,559	2,543	1,920	2,264	1,713	26,999	10.9%

Source: Update to 1975 census of Distribution Provided by S.C.P.E.O. in 1974.

TABLE AP 4-5. Persons Living Below Poverty Level

by Ethnic Group in 1975

Planning Area	Below Poverty Level Population						Total Low Income	Total Population	% Total Pop. below Poverty
	White	%	Span. Amer.	%	Non-White	%			
#1 Coastal	579	100%	-		--		579	3,991	14.5%
#2 Cloverdale	557	55.9%	386	38.8%	52	5.3%	995	7,953	12.5%
#3 Healdsburg	2,240	78.3%	620	21.7%	-		2,860	16,223	17.6%
#4 Russian River	2,430	90.1%	190	12.2%	55	2.1%	2,675	10,709	25.0%
#5 Santa Rosa	10,220	79.7%	1,465	11.4%	1,135	8.8%	12,820	102,229	12.5%
#6 Sebastopol	2,282	83.9%	331	12.2%	108	8.4%	2,721	19,743	13.8%
#7 RP/Cotati	2,760	84.2%	298	9.1%	223	6.8%	3,281	20,378	16.1%
#8 Petaluma	3,103	89.3%	225	6.5%	146	4.2%	3,474	40,439	8.6%
#9 Sonoma Valley	3,057	89 %	366	10.7%	2	0.3%	3,425	26,544	12.9%
Sonoma County	27,228	82.9%	881	11.8%	1,721	5.2%	32,830	248,209	13.2%

Source: EDD



Poverty households contain a high percentage of persons who are structurally unemployed, that is, persons who through lack of education, racial prejudice, physical handicaps, or some other reason persistently are unable to find steady employment. EDD has estimated family heads below poverty level and this gives a clue concerning the type of services that could help to alleviate structural unemployment (Table AP 4-6, Family Heads below Poverty Level, 1980).

TABLE AP 4-6. Family Heads Below Poverty Level  
in Sonoma County, 1980

TOTAL	WHITE	SPANISH AMERICAN	BLACK	OTHER	TOTAL
Male:					
14-21	240	50	10	20	320
22-44	1,310	400	80	80	1,870
45-59	680	90	10	50	830
60-64	550	40	10	10	610
65	1,800	50	30	20	1,890
Sub Total	4,570	630	140	180	5,520
Female:					
14-21	120	-	-	20	140
22-44	1,280	110	90	40	1,520
45-59	280	40	-	10	330
60-64	40	10	-	-	50
65+	210	30	-	-	240
Sub Total	1,930	190	90	70	2,280
Total:	6,500	820	230	250	7,800

Source: EDD

About one-third of all male family heads below poverty level are over 65 years, whereas among women the percentage over 65 is much smaller (10%). About two-thirds of all women are 22-44 years old, in their prime child-bearing years and potential members of the work force. Most likely their needs are for job-training and low-cost day care for the children. Among ethnic minority men and women, approximately two-thirds are 22-44 years old; so, for both sexes the availability of day care is necessary before they can enter the labor market.

#### E. Women

The role of women in Sonoma County's labor force is undergoing an evolution toward participation in a broad range of types of employment. Not only are a greater percentage of women entering professional fields but they are also seeking blue collar jobs in construction and manufacturing. Many factors are responsible for this evolution. Assuming that inflation continues to plague American society, the divorce rate continues to increase or even level off, and household size continues to decline, this trend is likely to be reinforced. Women can be expected to compete for a wide variety of jobs and should be encouraged to do so.

#### F. Aging

Sonoma County has a high percentage of over 65 population and will have throughout the planning period. The employment needs of this group will undergo thorough scrutiny during the 1980's as the notion of casting persons over 65 into automatic retirement becomes an obsolete vision of how to deal with aging persons. Perhaps the most unfortunate consequence this visualization of retirement engenders is the compartmentalizing of the aging into a homogeneous group of people having leisure time as they prepare for death. A renewed image of participation in society is necessary.

Because of the phenomenon of retirement and its monetary benefits one of the unique employment needs of the aging is for the part time work that accres a supplementary income but does not replace Social Security, pension, or other benefits.

#### G. Handicapped

The State Department of Rehabilitation estimates that as of 1979 there are 35,940 non-institutionalized disabled persons in Sonoma County between the ages of 16 and 64 years old. This is 19.5% of the total County population within that age range. Of this total the Department of Rehabilitation estimates that 6,200 need vocational rehabilitation services.

Although several agencies offer rehabilitation services, there is far more demand for services than facilities to accommodate the demand. More facilities are needed. In addition, much as is the case with the aging, handicapped persons need to be fully integrated into the fabric of society rather than segregated into a specialized interest group that maintains distance from the non-handicapped world.

#### H. Youth

EDD projects that of the 28,160 persons between the ages of 16 and 21 in 1980 - 16,270 or 58% will be in the labor force actively seeking jobs. EDD also projects that 2,850 or 17.5% will be unemployed. A healthy job market with opportunities for both part time and full time employment is necessary in order to alleviate the problem of unemployment among youth.

Several organizations offer youth-oriented employment programs. Among these are CETA, Social Advocates for Youth (SAY), Circuit Riders and the Sonoma County Indian Center. In addition, the Santa Rosa Junior College has a large vocational program that provides vocational training.

#### I. Strategy for Reducing Unemployment

The best comprehensive strategy for reducing unemployment is to encourage the continued development of a diversified employment base that requires permanent rather than seasonal employment. Evidence of diversification is already apparent as unemployment went down from 7.6% in August, 1978 to 6.4% in August, 1979. (EDD, Sept. 28, 1979). The rate of unemployment has declined from an average annual rate of 13% in 1975 to less than 7% in 1979, for a variety of reasons, among them being the injection of CETA employees into the economy, a



healthy construction industry, recent location with expansion of industrial firms resulting in job creation at a faster rate than the growth in the labor force.

Contributing to the comprehensive strategy of diversification should be an effort to employ persons who are unemployed. This effort is not simple because of the variety of individual situations that result in unemployment. Basically what is needed is to link persons who are unemployed to employers who are willing and able to employ them. Circumstances of the unemployed vary from persons who can successfully seek employment themselves to persons who are unable to work. Agencies oriented to placing persons in jobs attempt, according to contemporary jargon, to remove barriers to employability. Removing barriers may involve finding transportation and/or day care, locating on-the-job or vocational training possibilities, or a number of other actions. Among the agencies responsible for removing barriers to employment are EDD, CETA, Commissions on Aging, Delinquency, Women, California Human Resources Development Commission, Sonoma County Vocation Education, Department of Vocational Rehabilitation, and others.

The two-level strategy for reducing unemployment can be summarized as follows:

1. Encourage development of a diversified employment base.

This statement generally supports the notion of diversification, to promote tourism, resource-related industry, light manufacturing, retail and service enterprises. Large-scale industry or commercial should not be encouraged to predominate because market fluctuations could seriously affect the unemployment rate.

Diversification is recommended for types of employment and for its location as well. Employment should be encouraged at an appropriate scale in all the communities, not concentrated in a few locations along the Highway 101 corridor.

2. Encourage employment of persons who are currently unemployed.

This statement implies the need for linkages between the unemployed and employment opportunities. Cooperation among agencies responsible for placing unemployed persons in jobs is necessary. In order to achieve this goal,



participation of the private sector in employing the unemployed is also necessary.

Steps are being taken among some agencies to coordinate their programs. One year ago an Agency Planning Group was formed among CETA, EDD, Santa Rosa Junior College, Sonoma County Vocational Education, the Department of Vocational Rehabilitation, Social Services and the Economic Development Board to coordinate programs. CETA is currently in the process of forming a Private Industry Council whose purpose is to find ways for private industry to employ persons who are unemployed. These types of activities are necessary at the local level if unemployment is consistently to be kept at a relatively low rate.

#### J. Recommendations

1. Foster coordination among agencies responsible for helping the unemployed to be employed.
2. Foster coordination between the public sector and private sector linking the unemployed to jobs.

Comments: The Economic Development Boards is the key local County Agency that can facilitate coordination. The EDB is responsible for recruiting firms to locate in the County and to help others to expand. The EDB is also the County Department that is directly responsible for helping to alleviate unemployment. This dual role places the EDB in an ideal position to be a facilitator between the private and public sectors.



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